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ABSTRACT

Volume IV of a study of the Education Professions Development Act (EPDA) training programs for higher education personnel presents the third of a three-faceted approach to assess current training needs. This document presents case studies of six diverse situations in American higher education in the early 1970s with particular emphasis on the implications for college staffing and training needs. The six studies concern Federal City College, Laney College, Northeastern University, San Jose State College, Shaw University, and the Worcester Consortium. With the exception of Federal City College and the Worcester Consortium, each study presents a preface, introduction, current situation, and scenario. Federal City College is discussed on the basis of historical development, environmental characteristics, divisions and programs, and assessment. The Worcester Consortium is reviewed on the basis of member institutions. Related documents are HE 004 329, HE 004 330, and HE 004 331. (MJM)

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Volume IV: Case Studies of Higher Education in Transition

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A Study of the Education Professions Development Act Training Programs for Higher Education Personnel

Volume IV
Case Studies of Higher Education in Transition

- FINAL REPORT -

Report No. AAI-72-137

VOLUME IV:

CASE STUDIES OF HIGHER EDUCATION IN TRANSITION

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1.0 Issues and Implications

The case studies in this chapter document six diverse situations in American higher education in the early 1970's, with particular emphasis on the implications for college staffing and training needs. They are intended to complement this Study's Training Preference Survey of sixty institutions of higher education (IHE's). Whereas the survey examines perceived training needs in a representative nationwide sample of two-year and four-year colleges, these case studies focus on a carefully-chosen set of atypical situations. They draw perceptions from a broader spectrum of respondents and probe more deeply into the context of existing and emerging staff training needs.

Each case study is written so that it can stand alone as a document of an American college in transition. They permit the reader to inform his judgment as to staff training needs in several particularly interesting contexts. In this sense, they are the raw data on which we base a number of the findings and interpretations that appear elsewhere in this report.

The six case studies concern, in alphabetical order,

- Federal City College, Washington, D.C.;
- Laney College, Oakland, California;
- Northeastern University, Boston, Massachusetts;
- San Jose State, San Jose, California;
- Shaw University, Raleigh, North Carolina; and
- Worcester Consortium, Worcester, Massachusetts.

These institutions were chosen because they seemed to represent certain trends in American higher education. The various watchers of the educational scene differ among themselves as to the importance of each of these trends in the years to come, but all agree that these "scenarios" represent ways in which the higher education system is adapting to current stresses. To the extent that each adaptation succeeds in relieving the pressures that have engendered it, we may expect it to spread rapidly through those portions of the system where the pressures are greatest. Accordingly, we have sought here to examine, in concrete contexts, the staffing and training implications of six principal scenarios:

1.1 The Scenarios

1. The University Without Walls. In response to the increasing difficulty of financing a college education, many IHE's have developed various arrangements under which credit is granted for off-campus activities, such as work-study or VISTA. Northeastern University, our representative for this scenario, for example, offers a work-study program in which college credit is awarded for actual on-the-job experience. Tuition arrangements for this type of IHE vary; in many cases, for example, VISTAs must pay full tuition to the degree-granting institution. Credit arrangements also vary, running on a continuum from a few credits for two years' worth of off-campus experience (which must be supplemented with extensive classroom work) to almost total degree credits awarded for on-the-job experience (with little or no classroom work).

2. Open Admissions. Open admissions essentially refers to an IHE program which permits the admission of any student who meets a set of minimum requirements (often simply a high school diploma or its equivalent). That is, open admissions programs discard such selective criteria as high school GPA or SAT scores. With the development of a body of literature which suggests that such criteria are culturally or racially biased, and work to the disadvantage of "culturally different" students, the programs have become more common. Open admissions used to be the practice in all state institutions; however, it should be pointed out that the pattern in these institutions was often one of open admissions with massive attrition (e.g., failures) during the freshman year. Questions which must be considered with regard to open admissions

programs include whether or not massive failures are still occurring, and whether these programs are benefitting those whom they were intended to benefit (e.g., low-income and minority groups), rather than those middle-class students who simply are unable to gain acceptance into IHEs with more stringent requirements.

3. Developing Black College. The colleges involved here are located in the South, and have a majority of black students. Title III has set down a number of criteria for defining developing colleges. In general, the definition refers to colleges which have potential for making substantial contributions to higher education, but which are isolated from the mainstream of academic life and are struggling for survival. In more specific terms, to be defined as a "developing institution" a college must: (1) admit only persons having a high school diploma or equivalent certificate; (2) be legally authorized within its state to award a bachelor's degree or a two-year transfer certificate; (3) have nationally recognized accreditation or candidacy status; (4) be making an effort to improve the quality of its teaching, administrative staff and student services. In addition, in order to qualify for Title III assistance, the college must have met the first three requirements for five years previous to the assistance request, and cannot be a sectarian institution or branch of such institution. Finally, there are certain quantitative measures involved in the definition, which include less than 20,000 volumes in the college library, less than $50,000 in endowments, less than 10% economically advantaged students, and average faculty salaries of less than $5,500.

4. Two-Year College Developing "13th and 14th Grade" Programs. This type of college rejects any pretension that its courses can be substituted for the freshman and sophomore courses offered in traditional colleges. The two-year college following this trend is essentially becoming an extension of high school. Programs in such an IHE are usually vocationally oriented, with little or no emphasis on the liberal arts.

In many cases, the IHE is controlled by the local school board, and often its credits cannot be accepted for transfer to four-year institutions. IHEs of this type are filling the void created by the current decline of vocational-technical high schools, and by the lack of "practical" or applied vocational courses in the 11th and 12th grades of most of today's high schools.

5. Consortium. A consortium is made up of a varying number (up to nearly 100) of colleges which have reached formal/informal agreements to share facilities, faculty, and students. Agreements within a consortium may involve joint appointment of faculty, the sharing of library, laboratory, facilities, and cross-listing of courses. In most cases, the members of a consortium will agree to limit the types of courses that each offers, so that those member IHEs which are weak in a certain academic area will not offer courses in that area, while those which are strong in the area in question will offer a program. Course overlap and waste of resources are thus reduced. Consortia often combine several private members with one or more public IHEs, thus giving the consortium, as a whole, access to state education monies. The consortium is thus an arrangement which helps prevent duplication of effort and expense, and allows considerable financial benefits to most members.

6. State College Becoming A University. In changing from college to university status, an IHE will: (1) begin to offer graduate courses; (2) begin to offer graduate degrees; and (3) in some cases, open one or more professional schools. There are several motivating forces for this trend. First, as four-year colleges have begun to expand the size and diversity of their courses, they have also had to expand their faculties to include more highly specialized staff and a higher proportion of Ph.D.s. To justify this expansion, and to attract the types of staff members which they desire, colleges have deemed it necessary to institute graduate schools and to expand their research programs. Second, there is often pressure from administrators as well as students and

parents to acquire university status. The transition is particularly interesting in California, since until 1970 that state denied the possibility of university status for institutions in its state college system. Thus it is only within the past year that California state colleges have been given the option of becoming universities and offering graduate instruction.

Although we have six scenarios and six studies, the two classifications overlap, as the following table indicates:

SCENARIOS	SITES					
	North-eastern	Shaw	Federal City	Laney	Worcester Consortium	San Jose State
University without Walls	X					
Open Admissions			X	X		
Developing Black College		X	X			
2-Yr. College Grades 13:14				X		
Consortium					X	
State College-University						X

We thus have two distinct views of some of our scenarios. At the same time, we have some indication of ways in which some scenario combinations can coexist in a given institution.

Although none of our scenarios are particularly typical of the present higher education scene as a whole, each deserves special attention as a plausible indication of things to come. As different as these scenarios and these institutions are, we are more than casually interested in discovering what features they have in common. Any needs that turn up consistently both in these case studies and in the general survey must truly represent general systemic needs and imply mandates for the planning of Federal training programs.

We are also interested in documenting the diversity of training needs, both in and out of the college mainstream. The Federal program planner must trade off available resources between the focused activities that common needs dictate and the more diffuse, targeted activities that respond to diverse and scattered needs. We have aimed in this Study to provide guidance for the design of this crucial balance.

The six case studies are written to a common outline, with occasional deviations specified by the nature of individual sites. The Preface to each case study summarizes our most salient findings with respect to training needs. In the remaining section of this General Preface, we elaborate somewhat upon all these summaries, scenario by scenario, in order to highlight both the commonalities and diversities of need across sites.

1.2 Implications for other IHEs

Where every school has problems that are unique, what becomes evident from the case studies is a broad common denominator: insufficient funding and budgetary constraints, a need for expanded counseling and remedial services and a demand for qualified minority professionals. This section will attempt to identify those manpower and service needs which are of prime importance to any institution wishing to initiate a similar program or policy.

1. Open Admissions. The only requirement of open admissions is that a prospective student be at least 18 years of age and possess a high school diploma or its equivalent. Many students entering a school

under open admissions, however, are in desperate need of strengthening basic skills that were never developed during years of low grade elementary and secondary school education. These services would seem mandatory for any school considering open admissions:

- an extensive remedial education program supported by specialists, tutors and counselors

- a counseling service capable of treating each student's needs on an individual basis in the areas of self, school and vocation

- a wide, well-staffed selection of studies and programs that will enable each student on any level of interest and ability to realize his/her academic potential

2. University Without Walls. One advantage of the university without walls concept (as exemplified in a work-study program) is that it increases the production power of a university's resources without expanding facilities, staff or equipment. It also enables students to earn as they learn while (ideally) incorporating the academic principle into the work experience. In a work-study program, however, this latter objective is subject to the fluctuations of the labor market. As in the case of Northeastern, alternatives must be found for the student who either does not want to work, or for whom no meaningful work is available. A university without walls is not restricted to the cooperative plan of education practised at Northeastern but several modifications should be considered:

- a well-staffed counseling/coordination department that can service the career objectives of each and every student

- faculty members are motivated to teach the same course twice in one academic year

- coordination of faculty and student body services to promote unity and a sense of community between the two. This is especially important in matters relating to policy-development and university government, not to mention bolstering social relationships and reducing student and faculty apathy.

- a well-organized team of managers and administrators to contribute to efficient administrative functioning

3. Two Year College Offering 13th & 14th Grades. Laney is unique in that it offers two mutually exclusive educational programs to students, one concentrating on liberal arts studies, the other on vocational studies. While trying to incorporate all the educational needs of all the people in the community, it has served to split the faculty and student body on issues of philosophy, curriculum, finances and the like. A school wishing to institute two dissimilar programs under the same roof should consider the following:

- well-trained counselors who are familiar with both sides of the curriculum so as to best advise students of every possible option open to them

- a well-organized career development service for liberal arts as well as vocational students

- in-service training programs that enable vocational instructors to keep up with the latest innovations in their respective fields

- administrators and managers who can keep the operations of two large programs running smoothly--(this may require the installation of computer management techniques that will require special skills to operate)

4. Developing Black Institutions. The needs of developing black or any minority institutions are not unique. Often what is different is the emphasis of such schools on the Black Experience and all that relates to it. Although financial considerations often exert tremendous pressures, there is often confusion as to what philosophy and courses of study will best incorporate the needs of disadvantaged students. Although growth will necessitate expansion of both instructional and physical resources, specific services (with their specialized personnel) are requisite to a developing institution:

- vocational, academic and personal counseling services

- special remedial and tutorial programs

- community outreach programs for support, assistance and participation

- a stable administration that will assist in rapid development of clear-cut, stable goals and objectives

- a selection of programs and courses that reflects the interest and ability levels of the students to be serviced

- an enthusiastic, flexible faculty who encourage innovation and are more interested in students than salaries

5. State College to A State University. As was previously mentioned, San Jose State had reached university stature before it was granted official recognition. However, for a school not quite so advanced as San Jose State, the following manpower needs may become mandatory:

- expansion of graduate programs which require a greater number of Ph.D.s on faculty

- implementation of professional schools which will require staffing by specialized faculty

- expansion of research activities which require greater research facilities such as laboratories and libraries--expansion of such facilities would, of course, require their own specialized staff for efficient operation.

- expansion of general course offerings at the undergraduate level which require an increase in overall staff, both academic and administrative

- an increase in administrative duties which may require computerized management techniques that in turn would require specific skills for operation

6. The Consortium. As the Preface to the Worcester Consortium Case Study indicates, we are unable to provide direct empirical evidence for the emergence of any consortium-specific training or manpower needs. Projecting forward to a day when consortia may represent a much more potent unifying and organizing force than at present, however, and in the light of the kinds of difficulties and conflicts we did observe, we may reasonably suppose that the managers and executives of tomorrow's consortia may require training not now available, or at least not commonly provided to people who aspire to administrative positions in higher education:

- training in the skills of negotiation and diplomacy common in labor and international relations;

- training in the use, if not the practice of economic analysis, in order to be able to identify cooperations and specializations whose returns will be worth their costs; and

- counseling and guidance skills with a far more academically-ecumenical flavor than many guidance and placement professionals now acquire within the walls of relatively isolated institutions of higher education

FEDERAL CITY COLLEGE

A CASE STUDY IN THE CONTEXT OF MANPOWER TRENDS IN HIGHER EDUCATION

PREFACE

Federal City College (FCC) was chosen for study to represent the growing group of new two-year colleges whose mission it is specifically to serve the "new student:" the disadvantaged, largely from ethnic minorities, for whom formal postsecondary education has only recently become a plausible option, and whose needs differ radically from those of higher education's traditional clientele. New students presumably necessitate new, or at least redirected, faculties and administrations; we have tried to document some of the staffing issues that an undertaking such as FCC raises.

The principal staffing and training needs that emerge from this study comprise the usual mixture of "more" and "better:"

- MORE counselors, including people BETTER prepared to provide drug abuse and family planning counseling;

- MORE professional psychometricians, BETTER prepared to measure the progress of FCC's atypical student body and to apply modern survey techniques to problems of planning and institutional research;

- BETTER planning and financial management skills, for a more efficient administration; and

- MORE faculty and staff generally, to reduce administrative and teaching work loads.

In addition to the remedial orientation for which we selected it, FCC also exemplifies several other institutional traits of particular interest for planners.

- FCC has been in operation for only four years and, despite many difficulties, seems to be prospering as a newcomer in a field where many old performers are rapidly losing ground.
- FCC's annual budget is determined and approved by both Federal and municipal governments. It thus represents one of the most direct positive Federal activities to date,in higher education, and can provide valuable insights into both the benefits and the drawbacks of such activities.
- FCC fits the somewhat broad definition of a "developing, predominantly black" college, sharing this distinction with Shaw University and Laney College, also studied in this series.
- FCC is wrestling with the implications of a "Black Studies" curricular philosophy; its success or failure in this realm may have a substantial effect upon the form that cultural pluralism will take in American postsecondary education.

Because of unusual conditions that coincided with our field team's visit to FCC, this case study is organized somewhat differently from the others. The following outline will help the reader follow the flow of information and analysis:

FEDERAL CITY COLLEGE

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I: HISTORICAL DEVELOPMENT OF FEDERAL CITY COLLEGE

History

Federal City College is an institution designed to address the educational needs of an urban population. President George Washington, over 200 years ago, foresaw the need for such an institution in the District of Columbia and donated $25,000 in bonds for its support. But it was not until 1963 that his vision was realized.

In the 1950's a group of citizens recognized that the District was the only political subdivision in the country without facilities for public higher education. Their efforts to renew the vision of the "Father of the Country" prompted President Kennedy in 1963 to commission a study of public higher education in the District. The commission was headed by Frances S. Chase, Dean of Education at the University of Chicago. After a year's effort, the Chase Report revealed the educational dilemma of the nation's Capital. Although Washington had a great wealth of human and cultural resources and though the seat of government provided an array of employment opportunities, many citizens were being denied the opportunity available in every other city of comparable size -- public education at the graduate and undergraduate levels.

The study highlighted this dilemma and revealed the various social, and more significantly, economic factors which constituted barriers for opportunities in higher education. Most of the District's graduating high school seniors desiring higher education were forced to attend high tuition private colleges (if they could get in) beyond their means or were simply not able to go to college at all. The report recommended the immediate creation of a college of liberal arts and sciences, publicly supported and authorized to confer both the baccalaureate and master's degree.

This report, in addition to the expressed interest of various citizens in the area, prompted Senator Wayne Morse of Oregon in 1965 to introduce a bill authorizing the establishment of a public four year and master's degree level college. The following year Representative Nelson of Minnesota introduced a similar resolution in the House.

Finally in 1967, after joint discussions between the House and the Senate, a bill authorizing the creation of Federal City College was drafted, passed and signed into law by President Lyndon B. Johnson as Public Law 88-791.

Federal City College, which opened in 1968, was to service one of the 15 largest cities in the nation, with a population of over 750,000. The physical locations of the various units that make up the "campus" truly reflect its urban character. The "campus" is situated amid a forest of national monuments, steeples, spires, and belfries interspersed with massive government buildings and wide avenues.

Public Law 88-791 contains specific guidelines for the administrative structuring of the college. The Law directs that a nine member Board of Higher Education be appointed by the D.C. Commissioners to recruit administration, staff and faculty to establish and operate a college specifically tailored to the educational and vocational needs of District residents.

This specific mission to tailor an educational institution to the "needs" of the District's population, which is over 60% Black, was the beginning of a challenge and an opportunity to operationalize, on the total college level, the educational objectives implicit and constant in various Black ideologies. A full exploration of this dynamic and its impact and influences on the development of Federal City College is essential to understanding its manpower needs. However, due to certain constraints beyond the control of Abt Associates, we were not able to interview and interact with the Federal City personnel and student body for the length of time anticipated. This limitation severely circumscribes whatever generalities the Abt field staff could make. The time that we were there, and the interviews, impressions and the data we did collect -- strongly suggest that some attempt at analyzing and outlining this dynamic, however brief, and/or general should be a part of this report. A later section in this report will be dedicated to this effort. (See Federal City College and the Context of Contemporary Black Education.)

Very early in the planning stages of the College it was realized that, given the predominant socio-economic characteristics of the population to be served, an educational program which would combine contemporary as well as traditional elements would determine its ultimate relevance. Within the framework of providing quality academic and intellectual programs, attention at Federal City College had to be focused on the problems facing the District -- mainly those of the large number of people, predominately Blacks, caught up in the deadly tentacles of poverty and urban deterioration. The College determined that its responsibility in serving this client group could not just stop at providing higher education. In this regard a conscious effort was made to inveigh the technologies and human resources of the college to arrest the plight of the city.

To this extent Federal City College is unique; unique in the sense that it is an institution of higher education which from the very beginning made the decision to use its resources in ways that contribute to the solution of urban problems. In addition, the institution has implemented procedures for insuring the active participation of D.C. residents -- specifically on College-related decisions affecting them. In 1967 -- during the hectic planning period for the College, the planning board maintained open communication with the District's residents. As an outcome of this "citizen participation" process during the planning stages, the residents outlined three goals which the College, to date, has made every effort to meet:

- The College will provide services to the many Washington communities in addition to providing education.

- In addition to preparing students for employment, the College will assume responsibility for getting results in the solution of urban problems.

- The College will encourage and provide the opportunity for the participation of community residents in both the development and execution of its policies, procedures, and programs.

With these objectives -- legitimized by the residents and sanctioned by the Board, FCC embarked upon an innovative educational travail. Because of its open admissions policy, FCC has attracted a large number of Blacks and underprivileged students. More than 97% of FCC students are from the District. Nearly all are first-generation college students, and 36% are heads of families. More than half work either for the Municipal or the Federal Government. Thus, an FCC student is characterized by being a D.C. resident, poor, Black, or both, and very often a lower level government employee.

II: ENVIRONMENTAL CHARACTERISTICS OF FEDERAL CITY COLLEGE

A. FCC Budget Procurement Process

Because of the unique political compositions of the District of Columbia, Federal City College as a public agency finds itself involved in a "bureaucratic jungle maze." The College expenditures are the end result of a long and rigorous in-house process of planning, justifying, cutting, proving and proving again why each dollar is needed and what it will produce. Each Fundable Program Unit (FPU) of the College (there might be various units in each division) is required to state its resource request in terms of expected results. Thus, the College budget is constructed on the basis of performance and productivity.

Preparation of the budget for any given fiscal year gets underway 18 months before the start of that fiscal year. The first step is the development of a budget process -- the body of procedures, time schedules, formats for collection and presentation of data, etc., that constitute the mechanics of the budget. The budget process is redesigned each year in accordance with guidelines from the Federal Office of Management and Budget and the D.C. Budget Office. This takes place during January and February of each year.

After the division units have made their resource request, and the above process is determined, the College administration meets informally with the D.C. Budget Office to try to arrive at some compromise between the College's stated needs and the D.C. Government's estimate of the funds that will be available. A budget document for the College based on this meeting is then prepared for review by the D.C. Board of Higher Education.

The draft FCC budget request is sent to the D.C. Government, where a series of conferences are held, aimed at gathering additional backup data and making needed revisions. A budget document acceptable to the mayor is then formally submitted to the D.C. Budget Office. This becomes the official FCC budget request that goes with the rest of the D.C. Budget to the City Council.

The mayor's official budget request with or without revisions then undergoes hearings by the D.C. City Council. The revised document is sent to the White House via the Office of Management and Budget as the official budget request of the District of Columbia. Hearings on the budget, conducted by the District of Columbia Appropriations Subcommittee of the House and Senate Appropriations Committee, then follow.

The House and Senate District Appropriations Subcommittees conduct their hearings, calling for extensive item-by-item testimony from the College administration. Considerable revisions may be made in the budget as a result of these hearings. The District Government and FCC must then revise their programs in response to these revisions.

When the revenue legislation reaches the point where the size of the final package seems fairly certain, the budget bills are drafted to fit the estimated revenue and reported out of committee for a vote. They are usually approved by a Senate - House Conference Committee composed of members of the two Appropriations Subcommittees. Finally, when the Conference agrees on a final budget bill, it is passed by both houses and sent to the President to be signed into law.

Thus, through this lengthy and complex procedure, FCC gets its operating funds. Several important points can be inferred from this description of the budget process.

- Planning at the FCC administration level and below must be completed almost a year and a half before the target period begins and two years or more before the amount of the final appropriations is actually known.

- The original request for funds passes through numerous reviews, each of which requires stronger justification to sustain the requested level of funding.

- The Office of the President and other administrative offices in the College are at all times during the year dealing simultaneously with at least two budget requests in various stages of development.

Much of the College's participation in this process involves defending and justifying each item in the request in the face of attempts by the District Government and Congress to cut the budget. The success of these efforts is determined to a great extent by the quality of the original planning at the administrative level and the documentation provided by the Fundable Program Units to justify the funding request.

More importantly, this process often places undue constraints not only on the operation and development of the College, but also on its potential growth. In FY '71, FCC faced multiple problems due to this long and arduous process. They requested a $3.4 million supplementary budget as the absolute minimum amount necessary if the College were to operate as a viable institution of higher learning. As they saw it, this budget would have permitted the College to:

- Fulfill its obligations to students already enrolled;
- Continue its orderly, scheduled institutional development;
- Provide quality academic programs at freshman, sophomore and junior levels;
- Hire new faculty needed to teach the junior level courses that should have been started in September of that academic year;
- Continue to have a realistic chance to achieve accreditation.

Congress, though, failed to pass the revenue bill of the District. As a result, it was necessary for FCC to take actions that resulted in delayed graduation for enrolled students and the denial of admittance to students who would have made up the majority of the freshman class. In addition, this delay in granting the requested increase in funds to the College forced it to fall behind schedule in September of that academic year. Each additional month of delay compounded the problem. At that point the students were three months late in graduating, and FCC faced the possibility of losing an academic year.

As can be discerned then, the quality of academic services, and the very life of FCC is highly dependent on the actions of Congress and the peculiarities of the Budget process.

B. Comparative Unit Cost Between Federal City College and Other Colleges

Despite the serious budgetary constraints mentioned above, Federal City College has managed to keep a favorable cost-effectiveness record. The college has produced annual reports concerning how much it has spent on the education of its Full Time Equivalent (FTE) students and how these expenditures compare with national, regional and local expenditures of public institutions of higher education.

A comparative analysis of projected estimates for a sample of states in the U.S., based on the trends of expenditures reported in Financial Statistics on Institutions of Higher Education[1], reveals that FCC has apparently been doing more with less. The FCC report indicates that from 1965-1969, expenditures per student at Federal City College have been less than:

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1. Financial Statistics on Institutions of Higher Education, (1965, 1966, 1967, 1968, 1969), U.S. Department of Health, Education and Welfare, Office of Education.

- The national average;

- Expenditures per student in neighboring states -- Maryland and Virginia; and

- Well below the expenditure per student in public institutions within the boundaries of the Middle States Accrediting Association of Colleges and Secondary Schools.

In another study entitled "Comparative Unit Cost Study Between Federal City College and other Colleges," FCC attempted to find out whether its program costs were comparable with those of programs offered at other colleges. Results of the study show that the three main clusters of academic divisions within FCC vary in their relative cost ranking. The first cluster, composed of Nursing, Media Technology and the Skills Center, appears to be spending beyond the average expenditure levels of sampled colleges. The second cluster, including the majority of the divisions, such as humanities, business, etc., either spends within the average or slightly below average costs reported at other colleges. The third cluster, the Social Science Division, registers the lowest cost both at FCC and when compared with other similar programs offered by sampled colleges.

The analysis of FCC cost of instruction at the graduate level points out the fact that costs at FCC for at least two out of five graduate departments are consistently higher than those reported in other colleges. These are the Communication Sciences and Adult Education Departments.

C. FCC's Student Population

The Federal City College student body can be characterized by a higher than average age, a higher than average number of married students, a higher than average number working either full or part time, and a lower than average annual income. Dr. Barbara Carter of the sociology department said of the students: "It's a wonderful kind of experience working with these students. Most of them are older than I am, so that in itself made me apprehensive in the beginning. But as it turned out -- they are very serious about the business of learning and getting the most out of this experience."

Partly because they are older and have more responsibilities in terms of their families and jobs, and partly due to the dispersed locations of FCC facilities, the student body is also less cohesive than the other colleges in the area (e.g., Howard and Georgetown University). As a result, their potential impact on university issues is felt less on a continuous basis. Nonetheless, their participation in community activities, due in part to the number of community-based programs generated from the College, is impressive.

A survey of students presently enrolled, conducted by FCC's Office of Institutional Research, revealed:

- Eighty-three percent of the students are 21 years of age or older, 20% are 35 or older;
- Thirty-two percent of the students are married and 36% have dependent children;
- Seventy-two percent of the students work either full or part time, and two-thirds of them work 20 hours per week. The mean average income is $6,199 per year, well below the $7,494 per year set by the U.S. Department of Labor as the minimum cost of living for a family of four in the District;
- The distribution of students' employment by type of work reflects the employment distribution in the

District of Columbia. Thirty-two percent are employed by the Federal Government, 20% by the District Government and its agencies, and 41% by the private sector;

- Thirty-two percent of the students receive some type of financial assistance, either through the College or through the GI Bill;

- Forty percent of the students work during the day and attend classes during the night.

To a large extent, due to the salient characteristics of age, and increased responsibilities, FCC retention rate is lower than average. Thirty-five percent of the 1,959 students who entered in the Fall of '68 were still enrolled during the Spring Quarter, 1971. However, it appears reasonable to assume that these students will take longer to complete their requirements. Using an average student load of 12 credit hours per quarter and a requirement of 180 hours for graduation, it takes most students at least five academic years to obtain a four-year degree. Since some classes may not be offered (usually because of budget limitations) when the students need them to complete a sequence, this process could take as long as six and one-half years.

Dr. Mary Howard, Director of the Student Counseling Center, indicated that those students who "stuck it out" have an impressive achievement record as a whole. In a survey she located 75% of FCC's 1970 graduates (although the first four-year graduating class will be in June 1972, a number of students came in with advanced credits) which revealed that:

- Nearly 60% were attending graduate school in pursuit of masters, professional and doctoral degrees;

- Fifty-five percent of the respondents were working full-time and earning between $6,500 and $15,000 annually.

An interesting feature of FCC is its attractiveness to an "older" student group. The enrollment statistics show that presently enrolled students are slightly older than those applying for admittance. Sixty-nine percent of enrollees are between 21 and 30, but only 54% of the applicants were in this age bracket. These findings suggest that, while FCC might represent one of several college choices for younger applicants, the older students who are beginning or continuing their education see FCC as the viable choice for obtaining a college degree.

One of the central interests in this report is the question of an open admissions policy and its impact on the operation of the institution. Dr. Randolph Scott of the Division of Community Education indicated that the ultimate success of the student is, in part, dependent on the student's own energies and creativity but to a larger extent this success is also dependent on the institution's ability to create a relevant academic environment and provide adequate resources to enhance the student's potential. Based on this philosophy, the College developed flexible policies for academic good standing:

- A student whose grades fall below the required 2.00 (C) average is notified that his performance is not at an acceptable level and is urged to consult his advisor.

- Unless his performance in the next quarter is at the minimum acceptable level, he receives a second notification requiring him to take a reduced load of study.

- If his achievement during the first quarter of mandatory reduced load is below the required level, he receives a third notice placing him on probation.

- A student on probation must make an appointment with the Academic Good Standing Commission for consultation and decision on appropriate action.

- A student on probation must maintain such progress toward achieving academic good standing as the committee specifies.

- If, after a hearing, the AGS Committee does not grant a student continued probation, he will be suspended and may not seek readmission until six months from the date of suspension.

- The Counseling Center or academic advisor will maintain contact with the student to aid him in an independent study program.

- No student will be suspended without a written program of independent study.

Data gathered by the Counseling Center indicated that of the 5,030 undergraduate students in the Spring 1971 quarter, 1,669 (33%) had a grade point average below the minimum requirement. On the one hand, these data suggest that FCC has not been overwhelmingly successful in its efforts. This perspective is considerably tempered, however, when one considers: The FCC has open admissions policy which allows students to engage in vigorous academic exercises which they are oftentimes not prepared to handle; the FCC student population does not enjoy the luxury of abundant "free time" afforded to the average college student (many students work and/or have families); and the institution is only four years old.

Consideration of these factors points out that the difficult but critical responsibilities FCC has taken in serving the educational needs of a large, predominantly black population (a responsibility many IHEs in the country, public or private, have given cursory attention) are great, but not insurmountable.

A closer examination of the data collected by the survey conducted by the Counseling Center suggests a high correlation between the student's confidence in his abilities to tackle his academic chores and his performance. A trend analysis of student's cumulative grade point average over a two-year period pointed out that a student who carried more than the average course load (more than 15 hours per quarter) has the highest academic performance; 89% have earned 2.00 or above, and 33% have a 3.00 or better.

Another perspective on the above data is that those students with a better performance record are freshly out of high school, taking at minimum a full course level, not employed, and not parents.

The survey did not filter out these factors so there is no way of ascertaining the overall characteristic of the students who have a better performance record. However, these considerations may very well be irrelevant in the face of the College's commitment to serving the urban population of D.C., most of whom have been confronted with severe barriers in their efforts to acquire a college education.

D. FCC Faculty and Staff

FCC conducted a study to appraise their competitive position in attracting and maintaining quality personnel.[1] The study focused on a comparison of average salaries paid to FCC administrators and faculty members and average salaries of those affiliated with public liberal arts colleges elsewhere. The findings of the comparative analysis showed that:

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[1] Salaries of Faculty and Administrators of Federal City College Compared with Averages for Public Liberal Arts Colleges -- conducted by the Office of Institutional Research (Planning and Development).

- Salary levels for the majority of administrative officers are lower at FCC than at other public colleges located in various parts of the country.

- FCC salaries are lower than the average for all faculty ranks combined and for full professors compared to salaries at liberal arts colleges located within the area covered by the Middle States Accrediting Association of Colleges and Secondary Schools.

- For each faculty rank, salary scales at FCC are consistently lower than the average maximum salaries of public, four-year or higher degree granting institutions.

- Percentage increases in salary were much lower for FCC faculty (all ranks) than for their counterparts in public colleges over the last three years (1969-70 through 1971-72).

The study documented the fact that Federal City College is not in a position to compete with other colleges in attracting high-quality administrative and academic personnel. Inasmuch as the largest part of an institution's budget is used for salaries, it is safe to generalize from the findings of the study that FCC has delivered educational services at a much lower cost than other institutions. Although the comparison of FCC salary scales with that of other public colleges might not be considered important in and of itself, it should be weighted against factors such as: Its import in regard to FCC growth and need to maintain a highly qualified staff; its relative disadvantage -- being in one of the most expensive urban areas of the country.

As we stated earlier in the report -- an appraisal of FCC's (or any other institution serving a predominantly black population) manpower needs, or for that matter, for an examination of its effectiveness as an educational institution -- one needs to have a basic understanding of the contemporary history and direction of black education.

E. Federal City College and the Context of Contemporary Black Education

Federal City College came into being at the height of the struggle of Blacks and other minorities for the institution of "Black Studies" on various campuses and high schools around the country. It has been a period in which black people insisted on having some control over the process of socialization -- in this case, education.

When the Black Studies movement began, its advocates were confronted with reactions from both black and white scholars and academicians. They posed questions as to whether there existed a legitimate body of knowledge that could be called Black Studies. The dialogue in Black Academia by way of national conferences and institutes, between 1965-1970, brought several questions to the forefront. There were some Black scholars who expressed the following concerns about Black Studies:

- Black Studies is a "pretext for racial separatism."
- Black Studies "opens the doors to a dungeon of isolation, prejudice and inequality."
- Black Studies must not be used for the purpose of "image building" or to enable the young Black students to escape the challenges of the university by setting up "soul courses" they can play with and pass.

- Black Studies is self-defeating in that it rejects the traditional college curriculum and concentrates its energies on the study of Black Culture. Thus, it renders students incapable of competing for jobs against individuals who have mastered the difficult intellectual skills that are required in our modern society.

For these scholars, the critical questions about Black Studies were what identity, purpose, and direction is most desirable and needed for Black students today -- and whether these can be fulfilled within the context of Black Studies.

On the other side of the dialogue, Black students (predominantly) and Black Studies advocates saw Black Studies as a viable educational process for contributing to the "liberation" of the Black and other ethnic minorities' community from the oppressive conditions that have been traditionally forced upon them. This group of Black people see the Black Community in a desperate struggle for its very survival. To them, Black Studies must provide an articulate educational program which reflects this reality. The essential aims of this "educational effort", as they see it, is to institutionalize a process of "Black Re-socialization" by projecting normative and structural goals or "pay-offs" capable of motivating Black students toward "liberation" i.e., "self-reliance". They reasoned: given the divided nature of the Black Community, a Black Studies program must not create more divisiveness -- but create an educational environment which promotes Black unity. In order that this might be accomplished, Black Studies must contribute to the making of a set of values -- within which Black People can develop a sense of mission and a sense of accountability wherein Blacks can affect their own lives in positive ways, if they act as a group.

It was amidst this dialogue that FCC was born, and the institution was a beneficiary of the philosophies and strategies in education that came out of it. Despite the divergent views in this dialogue -- there was/is more or less wide agreement among Black scholars and students that the end product of Black Studies is to produce manpower and to heighten the level of political awareness of ethnic minorities in the United States. Many of the FCC faculty were imbued with this sense of responsibility and saw the promise of its accomplishment as a possibility at FFC.

For many of the faculty, Federal City College represented a viable educational institution within which the fragmented units and departments of Black Studies could be integrated. Dr. Ronald Walters, Chairman of the Political Science Department of Howard University, in a paper entitled "Philosophical Concepts in Black Studies" perceived the need to integrate Black Studies, Liberal Arts and Humanities with an emphasis in the technical studies. He called for:

- Development of a Black University which would be composed of Liberal Arts, Humanities and the technical sciences with a specific mission to produce manpower for the Black Community.

- Development of a Black Studies University with a primary orientation in many of the supportive services.

- Development of cross-registration systems between technical schools and traditional schools of Liberal Arts and Humanities which have Black Studies programs.

- Development of Black Studies (schools, centers, programs, etc.) within a university which would be open to science majors and professional students as well.

- Development of an autonomous center/institute for Black Studies which would serve several technical and professional schools.

- Development of Black Studies programs within technical and scientific schools.

In his paper, Dr. Walters suggested that the institution created to counter the application of racism and poverty upon ethnic minorities should operate within a framework which demanded commitment to ethnic minorities' communities and to radically new solutions for its development. FCC is functioning within this philosophical framework, which is reflected both in the context and direction of their courses and their intimate involvement with the D.C. community.

III: FEDERAL CITY COLLEGE ACADEMIC DIVISIONS AND PROGRAMS

Consistent with the operational philosophy integral to the Black Studies "movement" the academic programs at FCC are grounded in the belief that the curriculum should primarily address itself to the students' career goals and community needs.

In addition, the college academic planners have instituted field experiences in most courses linking academic subjects to job opportunities.

A. The Community Education Division

The Community Education Division, the "innovators in the College", reflects an attempt to operationalize some of the philosophies and strategies of Black Education. This division has been given the autonomy and prerogatives as the official program outreach arm of Federal City College. It has the responsibility for administering all off-campus courses, seminars, conferences and institutes, as well as community programs, projects and activities supported by land grant funds. In this connection, the Dean of Community Education, Dr. Joseph C. Paige, also serves as Director of Cooperative Extension Services for the District of Columbia, with a joint appointment with the College and the U.S. Department of Agriculture.

The Division of Community Education focuses on three basic program areas:

- Actively assisting in bringing about systematic improvements in existing social, economic, and educational conditions in the District of Columbia.

- Serving as a partner in bringing about full scale involvement of all resources available for attaining the highest quality of urban living for the disadvantaged people specifically, and for all residents of the District in general.

- Developing and experimenting with schemes for successfully causing positive behavioral modification with the clients served.

The following is a review of some of the innovative and community-oriented programs operated under the aegis of the Community Education Division.

1. Upward Mobility Satellite Colleges. One June 7, 1971, the Secretary of the Department of Health, Education and Welfare announced the award of a $1.5 million grant to FCC to establish an Upward Mobility College. The primary goal of this innovative effort was to bring 2500 federal employees a degree curriculum. The program is designed for low-level federal employees (GS 10 and below), with the aim of providing them a viable educational opportunity to upgrade their skills and to qualify for more rewarding jobs.

The program is structured so that it is possible for an employee attending a full schedule of classes 12 months a year to earn a B.A. Degree in four and one-half years or to earn an A.A. Degree in two and one-half years.

Recognizing the constraints of being a full-time employee and having family responsibilities, the College's planners made arrangements so employee-students can take a portion of their classes on clock-time (at least 50% of the total time spent in classes is during work hours, on-the-clock). Classes are scheduled so that the employee-student spends a minimum of additional time over the regular work day away from family responsibilities. Examples of scheduling convenience include: classes immediately before and after work, classes overlapping the beginning or end of the work day, and classes on Saturdays. Some classes are also scheduled during the employee's lunch break.

Consistent with FCC's admissions philosophy, the Upward Mobility Colleges operate on an open admissions basis. The criteria for admission is either a high school diploma or a General Equivalency Degree (GED). The overall management of the College program is centralized in the office of Upward Mobility at Federal City College. This office is responsible for management of the program's funds and for its long-range planning activities.

To date, a few satellite colleges are in operation: Panlawn in Rockville, St. Elizabeth's Hospital, the HEW Southwest Building and the National Institute of Health.

2. Lorton Project. This program is a cooperative educational effort of the D.C. Department of Corrections and Federal City College designed to permit inmates of Lorton Reformatory to earn high school equivalency diplomas (G.E.D.) and college degress by taking courses on campus and on site at the Reformatory.

The primary objective of the program is to offer a complete college degree program to men in prison. To this end the program provides: A full year curriculum to inmates of the Lorton Correctional Complex and Youth Center; bussing to the campus for inmates who have completed the freshman program; parolee transfer providing for a smooth transition to the on-campus phase of the program; and opportunity for men in the off-campus phase to develop and staff community service projects.

While there is considerable variety in the career choices of the men, the largest proportion have chosen to major in business, including business administration, accounting and computer science.

From the beginning of the Spring Quarter of 1969 to the end of the Spring Quarter of 1971, the overall grade point average of the men of the Lorton Project has been 2.8, well above the college requirement of 2.0. To date, 284 men have been released in the program to FCC and Washington Technical Institute. As of the Winter Quarter 1972, 103 men were enrolled at FCC, 15 men at Washington Technical Institute, and 10 at other colleges and universities.

Two other aspects of the Lorton Project deserve special mention: Project START and CREATE.

In February, 1972, a $65,000 planning grant was awarded to FCC from HEW for the purpose of using the Lorton Project and Project START as a model for establishing similar programs in each of the 10 HEW regions. Under the Project START phase of the Lorton Project, former inmates are employed by HEW in professional positions while taking a full course load at FCC. The interns work at their HEW jobs a minimum of 20 hours a week. They are eligible to enter the intern program only after completing their Freshman year at FCC and after participating for at least six months in the Lorton Project's Community service program, CREATE. Basically, CREATE acts as an intermediary step between prison and employment.

It is expected that regional programs modeled after the Lorton Project will become operational in each of the 10 HEW Regions during the 1973 fiscal year and by 1975 it is hoped that at least 500 men will have advanced into the intern phase of the program. HEW has committed itself to five intern positions in each region and efforts will be made to place other interns with private business concerns and other Federal agencies.

The men of CREATE, the Committee for Rehabilitation Efforts Attained Through Education, are involved in various community service efforts which are aimed primarily at those who would not otherwise consider, or be able to consider, acquiring further education or training.

The core of this endeavor is the CREATE Free School, which offers intensive tutoring for the high school equivalency examination (GED) through day time classes, taught by present and former inmates involved in the Lorton Project, and supplemented by evening and Saturday classes for those who must work during the day.

The men in CREATE also provide drug education, academic tutoring and counseling at the D.C. Children's Receiving Home on Tuesday and Thursday evenings. When a resident of the Receiving Home shows substantial progress in this program he is recommended, through the aegis of the Court Assistance Program, for released time to undertake the more intensive studies provided at the Free School.

It is appropriate at this point to extrapolate that aspect of the philosophy inherent in today's movement in "Black education" around which the Lorton Project is based. It is a philosophy which recognizes that a disproportionate number of black men and women are in prison. These people represent a great potential resource to the community. While in prison, these resources are lost to the community. The Lorton Project offers an opportunity to exploit these resources, in addition to helping these men reclaim their lives, thereby restoring critically needed resources to the community.

3. The Dropout Prevention Program. This program was designed to assist an ongoing effort aimed at decreasing the high number of junior and senior high school dropouts in the Northeast Washington Model Cities Neighborhoods. The program is staffed by both paid and volunteer workers from the community, and offers services in counseling, remedial-tutorial and job referral services to male and female dropouts between the ages of 18 and 24.

The major emphasis of the program is to assist in the elimination of the following special problems of most dropouts:

- Narcotics Abuse and Addiction
- Lack of Personal and Family Finances
- Peer Group, Anti-School Pressures
- New-School Adjustment Problems
- Lack of Confidence
- Boredom
- Lack of Day Care Services for Dependent Infants
- Family Disintegration
- Lack of Housing
- Legal Detention, Prosecution, and/or Incarceration (past and present)

4. Center for Community Resources Development. The general thrust of this program is the development and testing of educational and service programs in:

- Community leadership development
- Individual, neighborhood, and district-wide economic development
- Human resources development
- Urban problem solving

Within this framework there is an emphasis placed on assisting individuals, organizations and groups in the conservation and development of resources and the conduct of basic research. A specific objective for the Center is to provide technical assistance to Black businessmen and entrepreneurs.

Through the Center a number of specific educational programs have emerged, e.g. degree-granting programs (the student is awarded a certificate, or an A.A., or B.A. in Community Education with a major in a specific area). These programs prepare a student to be a Real Estate Appraiser, a Real Estate Broker, and a Sanitation Technician.

The Community Video Center is also sponsored and operated through this component of the Division of Community Education. The Video Center produces and distributes tapes to various video stations in the D.C. area. To date, they have produced tapes on various urban-related subjects: drugs, rodents and roaches (how to combat them), sanitation procedures at home.

These tapes are shown to the residents in the community centers at no cost. The tapes, depending on their quality and marketability, are then sold to public media distributors.

5. Vocational Counseling Training Program. This program provides instructional services for vocational counselors, on a contract basis, to the District of Columbia Manpower Administration. The participants in the program are awarded a "Certificate of Completion" at the end of the course sequence. Courses are offered in the following areas: Personality Development and Analysis of the Individual, Sociology, Psychology, Counseling Principles and Techniques, and Occupational and Industrial Information.

The Vocational Training Program was jointly designed and planned with the D.C. Manpower Administration.

6. Model Cities Commitment. In keeping with the college's commitment to assist local federal government in urban problem solving, the Division of Community Education established liaison between the Model Cities Program in D.C. and the College. The Division was directly responsible for establishing an office within its administration (assistant to the Dean) to insure the continuity of this relationship.

The objectives of the Division's relationship with the Model Cities Program can be summarized as follows:

- To keep the community informed of the Division Programs and their objectives;

- To keep Federal City College Community informed of the progress of the various projects of the Model Cities Commission;

- To assist the Model Cities Program in helping residents of the Model Neighborhood area develop higher levels of political awareness and sophistication;

- To encourage the Federal City College Community, students, faculty, and staff to participate as volunteers in the Model Cities Program.

7. Youth Development Institute. FCC, through the Division of Community Education, developed the District of Columbia Youth Development Institute, in conjunction with the District of Columbia Extension Service[2], the Mayor's Office of Youth Opportunity Services and the Office of Criminal Justice Planning and Analysis.

The objectives of the Institute are:

- To provide staff development courses, credit and noncredit, leading both to an A.A. and B.A. degrees to youth program staff in the District of Columbia;

- To provide continuing technical assistance program, such as long-range planning, proposal development;

- To improve the inter-group relationships of adults and youth to help solve the increasing problems of crime in the District.

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[2] District of Columbia Cooperative Extension Service is a cooperative arrangement between the state (D.C.), the land grand institution (Federal City College) and the U.S. Department of Agriculture. The program is part of the National Land Grant System and includes all U.S. Department of Agriculture programs sponsored by the Smith-Lever Acts.

B. The Media Services Division

In actuality, this division constitutes the library of FCC. Its design, according to Robert Jordan, the Director, is directly linked to FCC's open admissions policy. Anticipating the initial difficulties students might encounter in their introduction to academic studies, the library planners designed a "multi-resource" library system. The Media Services Division provides a wide range of library services, study facilities, and instructional programs to support and extend the instructional program of the College.

In addition to books, magazines, tapes, records, films, filmstrips and microfilm, the Media Services have installed a "Dial Access" System. "Dial Access" is a remote control learning system which enables a student or teacher to go to a predetermined location and dial into a prerecorded program in selected subject areas. Learning carrels are located throughout the Media Center. Ten of the study carrels have video retrieval capabilities so that students can dial a code and see a picture over a TV channel. Dial access has provided an excellent mechanism for remedial instruction in many subject fields.

The library, like the College itself, is located amidst the steeples, monuments and official places of business in the downtown D.C. area. There are three undergraduate Media Centers. These are much like the main libraries on other College campuses. However, the services and materials represent an extension of the traditional library concept. Some of the main components of the division are listed below.

1. The Job Corps Collection, located within the Media Center, is a basic adult library which supports the Community Education Division's Adult Education Program. It is also available for use by other members of the FCC Community.

2. The Graduate Research Library is in the early stages of organization, with only two or three staff assigned in 1971-72 for its planning and development.

3. Human Resources Area Files, a collection of hundreds of thousands of pages of basic research material on ethnic minorities, communities and cultural groups is also a part of the Media Services resources. FCC is one of only 25 universities in the world to have copies of this collection.

4. The Children's Media Center maintains a continuing program, using films, filmstrips, books, TV, stories and recordings to help prepare pre-kindergarten children for books and reading.

5. The Career Information Center was established cooperatively by the Media Services and Student Services Division. This information resource offers students assistance in obtaining pertinent and current facts about specific vocations, the job market, and educational opportunities. Career information in the form of pamphlets, brochures, college catalogs, fellowship bulletins, trade and professional journals, visual aids, and Civil Service announcements, are available for use in the Career Information Center.

6. Educational Materials Center. This component is organized and maintained by the U.S. Office of Education. Books and other media are contributed by commercial publishers, professional organizations, state and local agencies of education and school districts. The Media Service Division provides space and some staff. A resource unit of 16,000 volumes, it is the Nation's most comprehensive collection of current printed materials used in elementary and secondary schools and in programs of teacher education. The collection is being expanded to include freshman and sophomore college-level material. A collection of

children's leterature is maintained in cooperation with the Children's Book Council.

7. Encyclopedia Brittanica Ultra Microfiche Collection represents the equivalent of 6 million pages of printed materials from recognized book, pamphlet and magazine sources in American History and Civilization.

C. Counseling Center

During the last three years, the Counseling Center has pursued a policy of providing service to students and the college community both within and without the Center. The Center has adopted a development outreach model as its principal strategy for providing services. This model, according to Dr. Mary Howard, Director of the Counseling Center, has been recommended by a number of psychologists and educators concerned with college student personnel services. The model is based in part on recent trends in community health -- community outreach; programs directed toward prevention as well as remediation; and the use of community resources for mental health development.

The Center provides both short-term and more intensive long-term counseling. Students are contacted in the lounges, cafeteria and library -- and at the Lorton Reformatory. Dr. Howard estimated that the Counseling Center has seen, for some type of counseling, approximately one-third of the student body. This figure reflects a strenuous outreach effort, given the small staff at the Center. To date, the Center runs on an eleven-man staff; with "everyone doing everything". Of the eleven staff members, six are assigned to providing counseling at different locations in the D.C. area. One person is assigned to the student-life survey ("What do you want to do when you grow up?"); the other staff members are engaged in other surveys, and testing development projects.

To reach and service a great number of students, the Center has developed several techniques. One method is the presentation of short seminars or symposiums on topics of interest to specific groups of students. Another method is to identify potential dropouts by review of the Registrar's records for students with academic difficulties. In addition, the counseling staff also conducts the orientation program for incoming freshmen and serve as academic advisors to all freshmen and sophomores who have not yet chosen their college major.

In the last three years, the Center has been responsible for administering the major testing programs for Federal City College (approximately 8,000 tests were administered during this period). The testing program can be grouped into four main areas: Nursing Test (Nursing students only); Placement Test (freshmen and other entering students); High School Equivalency Test (G.E.D.); and Counseling Center individual test.

In response to interest expressed by students, the Counseling Center implemented several special programs.

- Three special handouts were devised for students on topics of how to study, questions students ask, and college life and its expectations.

- Plans were developed for orientation programs for incoming freshman students.

- A sex symposium was held over a three-day period.

- A week-long session on drug information was conducted.

On the latter item, Dr. Howard expressed an interest to develop an on-going drug counseling center. She admitted that there were two constraints which prohibited its operationalization: Lack of experienced personnel; and budget constraints.

The nature of problems dealt with in the Center is reflective of the more mature, work-oriented student body at FCC. As Dr. Howard stated: "They come here with very realistic problems like:

- I've got to drop out of school because my mother is sick and I can't afford a babysitter.
- I'm scared to speak up in class because I might sound stupid.
- The boss on my job has placed me on a different time shift so I have to drop these courses.
- I'm very confused about which courses to take, how to mix them.

Very few come with heavy psychological problems. Most have self-confidence related hang-ups".

Given the nature of the problems which the students bring to the Counseling Center, Dr. Howard has discerned a strong need to develop a Family Planning Center and a more effective coordination of part-time jobs and the academic major of the student.

In assessing her manpower needs, Dr. Howard mentioned the need for several personnel sophisticated in the areas of drug counseling, the development of assessment instruments, and survey method techniques.

D. The Freshman Studies Division

The Freshman Studies Division was created in full anticipation of the needs of students entering FCC. The principal function of the Division is to bring the entering freshman to a level where he can successfully explore and exploit his/her academic talents. Accordingly, counseling is provided which attempts to deal with the remedial and tutorial requirements of all freshmen.

As part of its function, the Program utilizes various types of assessment techniques (e.g., pre- and post-proficiency test, general criterion -- referenced indices, student checklist, etc.) and follow-up procedures in later college courses to determine both initial and subsequent level of student performance in the inquiry processes, e.g., study-type reading behaviors developed to meet a particular student need, and application of basic mathematical operations. Tutorials and Counseling are offered in these areas: study habits and techniques, research techniques, writing skills and techniques, skills in scientific methods and observational techniques, skills in basic math, and skills in elementary statistics.

The statement of the four over-reaching objectives for Freshman Studies points out the considered need for continued evaluation and change of pre- and post-placement skills and attitudes:

- To provide education-related services (e.g., health and counseling) that will assist each student in successfully determining and then pursuing his individual program of study.

- To provide educational program options that will permit an individual student to select a program of study to meet his specific needs, attainments, expectations in the first year of higher education.

- To provide an educational experience for an individual student in his first year of higher education which will serve as a valid foundation for his subsequent years of study in higher education or which will enable him to select appropriate alternatives to higher education.

- To provide a program model in urban higher education that will serve as a prototype for the other open admission urban institutions and their students.

Obviously, this Division plays a very important role in the College's effort to compensate for academic problems faced by students enrolled through open admissions policy. The "student assessment" aspect of the Freshman program is a vital factor in assuring that an entering student will have the maximum opportunity to pursue his program successfully and that he will receive a program of study individually tailored to meet his particular needs and attainments.

The Freshman Studies Division has five major program options to offer an entering first-year student. The program is structured so that the student has an educational option that will prepare him to improve his level of proficiency in one or more areas. In addition, the program structure provides an option which allows the exceptionally mature and well-prepared student not only to move ahead rapidly with his selected program of study, but to receive special educational experiences as well. Through its five options and through the combination of elements within the options, the Freshman Studies Division attempts to fit programs to each student rather than place all students into a specific program.

The options are as follows:

1. Developmental Option. This option is intended to serve those students who need to improve their competencies in all or most of the specific academic skills. There are basically two levels within this option. At one level, there are intensive tutorial courses in the various areas for students who are in considerable need of remedial tutoring; at the other, group courses for students with needs for tutorial help in specific subject areas.

A full-time student entering at the intensive tutorial level could possibly spend more than one academic year in Freshman Studies since time would be required to increase his proficiency.

Each tutorial and group level course carries five credits. Some of the courses at the group level meet college-wide requirement equivalencies and the others carry lower division elective credit in certain of the program options. With regard to the tutorial courses, a student can at any time he wishes, request an examination in the related official course of the College. If he passes with a grade at or above the 2.0 level, he would receive credit for the course in addition to receiving credit and a grade in the tutorial course.

One significant feature of the Developmental options is that the content used in developing a student's proficiency in a subject area is interrelated with the content of course offerings in other program options. In addition, if a student is taking a college-wide course, and the professor deems it necessary, the Developmental staff might be requested to develop a tutorial study sequence for the student.

2. Professional Associate of Arts/Associate of Science Option. This option is intended for those students who are specifically concerned with improving their employment status, either in a field where they are already employed and have considerable experience or in a field where new positions are being created which require well-defined competencies. The Professional Associate option is structured so that it can serve as a terminal program or a basis for transfer to the baccalaureate program as well.

In this option, an entering freshman attending full-time can begin specializing or majoring in his field in the first quarter of his freshman year if he demonstrates the necessary competencies in the required areas. By his second quarter he can begin the specific course sequence required for his particular field. A student can realistically complete this option sequence in two academic years with a minimum of 90 credit hours.

3. General Studies Option. This option is intended to serve three broad types of student needs. One type of need is that generated by student uncertainty regarding capabilities and academic interests.

A second category of needs is presented by the student who has already chosen a profession, and is seeking to acquire general college-level experience, either to maintain his job status or to improve his chances for promotion. In contrast to the Professional Associate Option, this student's needs are best served by a generalized or liberal arts type of program.

The third category is comprised of the needs posed by a student for whom the usual programs offered in higher education are, in terms of the profession he has chosen, usually insufficient. Examples of students in this category include poets, playwrights and artists. An individual program developed for this type of student approximates in some ways a "college without walls" kind of program because of the kinds of experiences needed; and it might or might not lead to a degree.

The General Studies Option is thus designed to serve those needs which have not been met by more traditional programs in higher education.

4. Baccalaureate Option. This option is intended to serve those students who enter with the purpose of securing a baccalaureate degree, either in liberal arts or in the professional areas; it is also intended to serve students who may transfer into this option prior to, or at the completion of, their associate degree work.

The student entering Federal City College under the Baccalaureate Option typically carries five credits at the first-year level. Where field or practicum experience is required in conjunction with a seminar or a course, the number of credits given is increased.

5. Accelerated Option. This option is intended to serve those students with special competencies in particular areas. The Accelerated Option has both a structural aspect which enables the exceptionally well-prepared student to advance more rapidly through his program than might be otherwise possible and a programmatic aspect which allows the student to engage in special individual study or internship in his particular area of interest.

A student with an assessment profile indicating unusual development or achievement is eligible to apply for this option sequence. In this circumstance, a panel of several Freshman Studies staff members, using a set of criteria developed by the Division, determines whether to award academic credit for whichever course(s) might be involved.

IV. CONTEXTUAL ASSESSMENT OF MANPOWER NEEDS

Our efforts to gather specific and detailed information of the College's manpower needs through our scheduled interviews were not as successful as we anticipated. Most interviewers were very apprehensive to meet with us in the first place. This is somewhat understandable, given the rigorous inspection and evaluation being carried out by the Middle States Association of College and Secondary Schools' Accreditation team during the same weeks of our visit. Nonetheless the information we were able to gather around this question clustered around two general responses:

- "Just give us the money; we can identify our own manpower needs and provide our own training."

- "We need a great deal of management training in all divisions and sub-units to get this place running as effeciently as it should be."

Of course, several division and program directors expressed need for additional staff members given the magnitude of their responsibilities; however, their stated solution to manpower requirements was almost singularly expressed in terms of money. Frank Storaba, Director of the Communicative Arts Programs answered the question of manpower needs in this manner: "As part of the Humanities Division, we have a minimal allocation. Our biggest problem is getting money to get equipment. This situation is so bad that in our photography courses, we have to borrow cameras and camera equipment from the staff and dole them out to students."

He went on to add "The peculiar set up we have here with the budget is very frustrating, especially for a young institution. We can't plan nor set up reasonable priorities because from one fiscal year to another, we don't know what the following year's budget is going to be. This makes it very difficult to keep people in management positions -- and it is additionally difficult for growth."

Dr. Mary Howard of the Student Counseling Center expressed frustration, as did most of the FCC staff that we interviewed, about the constraints on their planning caused by the budget procurement process.

An underlying concern throughout our visit was that of management; management of the particular divisions and units themselves and the overall management of FCC. The Abt staff was very aware of a pervasive tension between the office of the President and his administration, and the faculty. Although the details of this situation might not seem relevant to the issues of this report, we are of the opinion that they are linked to the issues of open enrollment, and the academic programs, style and direction the college has taken. It seems that to some extent, the issues inherent in "Dialogue in the Dynamics of Black Education" discussed earlier, are at play at FCC. A difference of opinion has surfaced concerning identity, purpose and direction for the FCC student body and the College itself. The Abt field staff was able to discern two positions: one that might be the predominant position of most faculty and students, and the other that of the President and his administration.

One professor characterized the problem in this way: "There is a tremendous distrust between administration and faculty. The administration wants to use the corporate model to run the school -- they are concerned with efficiency, and (they) look at the graduate as a product who has incorporated a certain number of inputs, or credits. The majority of the faculty rejects this view. The faculty tends toward a more humanistic experimental approach. It is our opinion that the school needs to provide alternatives to the traditional structured program -- a more relaxed and experimental sequence. To regard the school in an efficient product orientation is to be blind to the true characteristics of our students."

"Another area is that of the goals of education -- the end product. We have degree-granting courses that -- it seems to me -- are marginal. We need to take a hard look at courses that are available and steer people into these fields. For example, D.C. is a heavy commuter city, and we have no hotel or motel schools or hospital administration training. Our educational leadership has not concerned itself enough in the area of gearing people into existing occupational fields." .

This administrator went on to say. "The faculty senate is trying to get rid of Randolph; but if we go back to the beginning of the College, we would see that it started off wrong. There were public higher education programs, although D.C. had a population larger than eleven states. Kennedy (President) pushed it, Johnson (President) signed it and the College started -- just like that -- no prior years of planning. So later on everybody had a gripe. A lot of areas in the university have not received adequate attention -- but the President (Randolph) is trying to pull the system together now. A lot of radical elements were brought here -- Black militant types -- who had their own ideas of how a college should be run. As the College has settled down, these types have become more and more dissatisfied. The President has done a marvelous job in bringing things together, acquiring funds, and all that, but he has alienated those groups who want to operate in a loose structure."

This interviewee also had some suggestions toward solving these problems. "I think if we instituted a system, similar to that which exists in many branches of government, of having executive seminar centers...These would consist of two weeks of intensive training in management from a practical standpoint (management information systems, for example). They (faculty) don't really appreciate the budget con-constraints under which we operate. I would like to find a way to have all top department and division heads have formalized training in education management."

These then, are the critical concerns and issues that are pervasive at FCC today. It is our opinion that these are manifestations of the "growth pains" of any young institution. They should also be viewed in the context of the "dynamics of Black education" and its constant quest for legitimate expression and direction. The issues of what identity, purpose and direction is most appropriate for ethnic minorities students in D.C. or any area of the U.S., will be debated for some time to come. But it is important that these values, and concerns for viable solutions to the problems of racism, poverty and segregation through education should not be compromised. It would seem that the bold, innovative and creative program and pedogogical directions necessary to achieve the objectives of "Black Education" cannot always be objectively evaluated in the context of traditional educational models. These models have failed much too often in the past to meet the needs of many of the nation's poor citizens and ethnic minorities. FCC has taken on the challenge to reach these people through open admissions and innovative community programs. It has learned and incorporated, to a considerable extent, the philosophies and strategies in relevant urban Black education, and it has accomplished tremendous success in the short period of four years.

LANEY COLLEGE

A CASE STUDY IN THE CONTEXT OF MANPOWER TRENDS IN HIGHER EDUCATION

PREFACE

Laney College exemplifies a widespread trend toward "open-admissions" college education which strives to adapt to the needs of the individual community member, rather than require him to meet arbitrary standards for participation. Such flexibility requires resources, both human and financial, if it is to become a reality. We have focused upon Laney's uphill fight to provide and organize those resources. Laney's story implies a great deal about training needs in schools which share its ideals and ambitions. Specifically, Laney needs:

- MORE academic counselors and job placement personnel, BETTER trained to mediate between Laney's academic and vocational factions and to place both vocational and liberal arts graduates in satisfying jobs;

- MORE personal counselors able to help Laney's low-income students deal with their personal and family problems;

- MORE tutorial services, BETTER STAFFED AND ORGANIZED;

- BETTER management and planning skills among Laney administrators, in order to determine and implement a more stable educational philosophy and policy;

- MORE faculty and staff generally, through a more generous budget

In addition to the open-admissions policy, Laney also embodies our scenario of the two-year college which provides 13th and 14th grade programs.

LANEY COLLEGE

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I: INTRODUCTION TO LANEY COLLEGE

A. History

Laney College was established as the Oakland Trade and Technical School, a part of the Oakland Public School System. The mission of the school was to provide vocational training for members of the Oakland community. Although the curriculum offered at that time was post-high school, the institution was a "college" in the traditional sense of the word. Its role was changed, however, with the legislative act which created the Peralta Community College District (and made Laney part of that District) in 1964. The first issue was the question of whether the District should consist of one large school or several smaller ones. For a variety of reasons, educational, budgetary and political, the latter alternative was chosen. Four schools, Laney, Merritt College, the East Bay Skills Center, and the College of Alameda, originally made up the District; a fifth, Feather River College in Plumas County, was annexed to the District in 1968. The mission of all of these schools was defined as comprehensive education (i.e., a mix of vocational and liberal arts programming that could meet all of the needs of the surrounding community). Since the creation of the Peralta District, increasing emphasis has been placed on the liberal arts program at Laney.

B. Facilities

Laney is now housed in a new multi-million dollar facility which, according to the college catalogue, "...is an integral part of a massive redevelopment project for Oakland's civic center area." The modern campus is a significant change from the collection of old Oakland public school buildings and "temporaries" which previously made up the Laney facilities. The present campus is architecturally unified, with multi-level buildings connected by ramps and stairways around malls. In general, each classroom building houses both vocational arts located on the ground floor and the liberal arts classrooms on the two or three floors above. This design innovation was intended to promote interaction between the liberal arts and vocational faculties.

The center of the campus is the eight-story triangular administration building, called "the Tower," where faculty, counseling and administrative offices are located. Although visually striking, this building was the source of some conflict between faculty, who were opposed to its design, and administrators at the school and district level, who approved of it. Even today, some faculty members and counselors feel that their upper-floor offices are somewhat isolated from the mainstream of student and campus activity.

The new library of Laney College contains approximately 30,000 volumes, with additions of approximately 5,500 volumes per year. The building contains a number of small rooms in which groups of students may work together, but at present, it has no audio-visual rooms or facilities. (A number of audio-visual projects are currently in the planning stage.) Laney's College Tutoring Service and Experimental College, both of which will be discussed in Chapter II, Part B of this report, are also located in the library.

C. Staff

The college catalogue lists 392 staff members, with a full-time equivalent faculty complement of approximately 210. Of the 392 staff, 33 are administrators (including librarians), 14 are counselors, and 345 are instructors. The instructional staff is broken down into 116 vocational educational staff, 203 liberal arts staff, and 26 Development Center instructors. (The Development Center will be discussed in Chapter II, Part E of this report.)

Of the 203 liberal arts staff, approximately 76% hold master's or equivalent degrees, and 4% hold Ph.D. or equivalent degrees. Of the 116 vocational education instructors, 37% hold a bachelor's degree, and 9% possess a master's or equivalent degree. The remainder of the staff hold Standard Designated Subjects or Vocational Trade and Technical Credentials for their specific fields. No information is available on the ethnic makeup of the teaching staff; the counseling staff has one Asian, one Mexican-American, and three black members.

D. Student Body

Thanks to a recently-released (April, 1972) document entitled Laney College Office of Research and Development Research Report No. 1, a good deal of information is available on the college's student population. According to this report, a total of 11,975 students were enrolled at Laney in the Fall of 1971. Of these, 1.1% were American Indian, 41.0% were Black, 6.0% were Latin/Mexican-American, 7.0% were Asian-American; 38.5% were White; and "all others" made up 0.4% of the student population (6.0% were not identified). In terms of enrollment status, 73.3% of the student body enrolled as freshmen (with 0-29 units); 14.3% were enrolled as sophomores (30-60 units); 4.9% had more than 60 units of credit, but no degree; 3.0% had an A.A. or A.S. degree, and 4.3% had a bachelor's degree or higher. A total of 7,626 (63.6%) were enrolled as day students, and the remainder as extended day students. Enrollment by hours averaged 16.31 hours for day students, 6.92 for extended day students (12.55 average hours for the total college). Male-female distribution for the entire college broke down evenly to a 60-40 ratio. Data on student age levels indicate that in the Fall of 1971, 0.3% of the students were under 17 years of age; 30.0% were from 17-20; 28.0% were from 21-24; 18.0% were from 25-29; 11.0% were from 30-34; and 12.7% were over 35 years of age.

E. Budget

In academic year 1971-72, the budget of Laney College was $6,020,000, of which $5,589,000 went to pay salaries. As is the case with many institutions of higher education, this budget was not sufficient to allow Laney to support all the programs they would have liked, although it was in no way an austerity budget. However, for academic year 1972-73, this budget is being substantially cut. Overall the Peralta District is facing a 6% cutback in funds, while for Laney College itself the reduction will be on the order of 8.5%. (The exact reason for this is difficult to pinpoint; respondents offered differing assessments. A mistake in the preparation of the budget and ineffective political infighting in the Peralta District were the two responses that were most frequent. *A priori*, neither seems particularly unlikely.)

This budget cut, of course, creates major problems. Faculty members have not had a cost-of-living increase in two years, and the cut makes such an increase quite unlikely, thus increasing tensions between the faculty and the administration. As a money-saving strategy, the administration also seems to be moving toward the use of "hourly" instructors. Paid on an hourly basis with no fringe benefits or tenure, these instructors are quite difficult to integrate into the Laney community, since there are no real incentives for them to remain on campus when their formal office hours are over, and since they are always the first people to be let go when programs are cut or staff size is reduced. There is an additional problem of what programs will be cut; during the site visit there was considerable debate between the Chicano students and the administration, since the budget submitted for 1972-73 failed to refund the Chicano Studies Program.

II: CURRENT SITUATION AT LANEY COLLEGE

A. IHE Governance/Power Structure

Discussion in the following Section will be devoted primarily to the question of the internal power structure and administration of Laney College. Needless to say, all decision-making activities which take place within the college are affected by the fact that the institution is part, not only of a local District, but also of a statewide community college system. Thus, no actions which critically affect the college can be taken without the review and/or approval of various individuals and groups, including the Board of Trustees, the Chancellor of the Community Colleges, the Coordinating Council for Higher Education, and even the State Legislature. Therefore, the influences of the abovementioned will be touched upon wherever appropriate throughout Chapter II.

The Board of Trustees of the Peralta Junior College District is made up of seven publicly elected officers; at present it is made up of two black and five white members, including a probation officer, a CPA, an elementary school teacher, and a hospital administrator. According to the Board members interviewed, the role of that body includes both advisory and decision-making functions. In fact, the primary power of the Board appears to lie in its budgeting function; since it determines the annual budget for the entire District, it must give at least pro forma approval to all staff hirings for the colleges. However, the only personnel which it actually appoints are the Chancellor and the Presidents of the Colleges. According to Ms. Margaret Hayes, one of the Board members interviewed, although the primary role of the body used to be related to financial dealings, there is an increasing feeling among members that the Board of Trustees should not serve merely a "rubber stamp" function in other matters, and that it should take an active role in decisions which affect the five Peralta District institutions; unfortunately, Ms. Hayes feels that in many cases the Board has inadequate information for making such decisions. The Board meets twice per month, and recently they decided to devote one of each month's meetings to an issue-oriented "workshop."

The precise power structure and lines of authority operating within Laney College itself are somewhat difficult to define. Certainly the President and his administrative staff (i.e., Deans, Coordinators, etc.) appear to be the prime decision-makers for the institution, but true authority on the part of the administration has been reduced somewhat, due to the fact that so many staff changes have occurred in the recent past. Laney has had six presidents within the last eight years. This fact accounts to some degree for what appears to be a lack of a continuous, planned exercise of authority for college affairs.

Faculty participation in governance is centered in the Faculty Senate. This body, which is officially composed of some 210 members, is open to all persons on the faculty. However, a good deal of thought has lately been devoted to changing the structure of the Senate to a representative body. The motivating force in this issue is the apparent apathy of the Senate membership; attendance at meetings rarely exceeds 55, while 80 are needed to make up a quorum. It is hoped that a change to a representative Senate would restore some of the group's influence by centering that influence in the hands of a few members who exhibit more enthusiasm for participation in college governance.

Respondents offered a number of different explanations for the inactivity of the Senate at this time. Some faculty members felt that lack of participation in the Senate reflected a more general lack of interest in campus affairs on the part of the college personnel. Others pointed out that the vocational education people had been discouraged from participating in Senate debates and activities because they were "less vocal, less able to express themselves as compared to the 'liberal arts, academic types.'" Still other interviewees expressed the opinion that general participation in Senate affairs was discouraged by the existence of a small "power clique which runs everything." However, no indication was given as to who makes up this power clique.

Probably the most telling example of the Senate's lack of cohesion and/or organization, and the results of this lack, occurred last fall. At that time, due to a number of controversial issues, an unscheduled meeting of the Senate was called, at which a petition was presented to request the resignation of Laney President Herbert Stein. Since the meeting was unscheduled, of course, it was only lightly attended. After the petition was read, lengthy debates were held, and a vote was finally taken. The petition was approved by a small margin, and then taken to the Board of Trustees. However, partially because of the small size of both the voting group in general and of the margin of voters who approved the petition, the Board refused to recognize it. Although no other meetings on this issue appear to have been held, both the nature of the issue and the circumstances under which it was considered remain as divisive factors within the Senate.

Estimates of student power in college governance varied greatly. Students appear to be on all decision-making committees for the college, including the Administrative and Faculty Selection Committees. Moreover, it is the student body itself which runs the college's Student Center. However, other respondents appeared to feel that the student body, like the faculty, was somewhat apathetic and powerless in terms of decision-making for the college. If this is so, and we have no evidence to either substantiate or negate this opinion, much of the so-called "apathy" might be attributed to the fact that a large number of Laney students are either night-time attendants, or are attending the school only on a part-time basis.

B. Programs

As a comprehensive college, Laney offers programs in both liberal arts and vocational education. Moreover, the school operates on both a

Day and Extended Day (i.e., night-time) basis. Departments in the liberal arts division numbered approximately 25 during the spring semester of 1972. Instruction was offered in areas ranging from Ethnic Studies and Drama, to Urban Studies and Community Planning, including at the same time such traditional fields as Journalism, English and Mathematics. The level of effort and background preparation required for individual courses within a department varies greatly, ranging from courses acceptable for transfer credit at the University of California, to those which are at or below high school level, and of an essentially "remedial" nature. This wide variation is of course accounted for by the fact that Laney's students differ so greatly in background and capabilities; while some who come to the institution are fairly well prepared for college-level work by their high school experience, other students are virtually in need of training "from the ground up." (It is important to remember that one of the requirements for enrollment in the college is that the applicant posses a high school degree or that he be 18 years of age. As one respondent put it, "We get some students here who really have nothing better than a third-grade education.") Thus, for example, the Mathematics Department offers an Arithmetic Workshop which, according to the College Catalogue, "Provides opportunity to become proficient in computation with whole numbers, decimals, and fractions," while at the other end of the spectrum it offers Calculus IV and Logic.

A total of 20 daytime vocational education programs were available during the 1971-72 school year, including such subjects as Air Conditioning and Refrigeration, Photography, Food Preparation and Vocational Nursing. (Not surprisingly, there seems to have been some difficulty in classifying courses in Business and Data Processing; one memorandum from the Office of Instruction lists both as liberal arts courses, while another paper lists both in the vocational education area. Most respondents seemed to feel that these courses belonged to the liberal arts division.) Although vocational education courses are primarily "...designed to give in-depth technical training to those entering the labor market for the first time, or those retraining or upgrading from previous employment," students who wish to obtain an A.A. or A.S. degree in one of the occupational fields must still obtain 20 credits in the liberal arts, including courses in American Institutions, Physical Education, Hygiene, English and/or Speech, and Mathematics. However, it is important to note that many of the vocational students are placed directly in jobs from their respective vocational education departments, and never attempt to attain Associate of Arts degrees.

Almost 50 courses were offered by the Extended Day Program in 1971-72; these included four different types of classes:

- Apprenticeship Classes -- designed to meet the needs of indentured apprentices;

- Liberal Arts Classes -- transfer and general education courses in the Arts, Humanities, Languages, Mathematics, and Sciences;

- Occupational Extension Classes -- intended for persons in an occupational field who desire to upgrade their occupational competencies, or qualify for promotional opportunities;

- Occupational Preparatory Classes -- intended to serve preparatory and/or retraining needs leading to employment in a new occupation or new job classification.

As can be seen from this listing, courses at the night school are predominantly vocationally oriented; whereas there were only 20 fields of instruction in vocational education offered during the day, apprenticeship and regular occupational programs combined for a total of 30 trade-oriented fields offered at night. According to Mr. Glenn R. Van Noy, Assistant Dean of Extended Day Programs, the liberal arts courses offered at night are exactly the same as those offered during the day at Laney. However, Mr. Van Noy pointed out that the night program is more flexible because many of its faculty are non-tenured hourly instructors and can come and go as the demand for courses changes. Liberal arts instruction at night ranged from English as a Second Language to Anthropology to Armenian.

In addition to courses offered on campus, the Extended Day program offers community classes at various locations throughout the city, including the Fruitvale and West Oakland Development Centers. For community classes, the Fall Semester Schedule of Evening Classes listed courses ranging from "Economics of the Mexican and Latin American Community," to English and Math GED instruction, to a typewriting review. Also included in the community classes program is Project Upgrade which, according to the Schedule of Classes, focuses on "journeyman qualifications training for building tradesmen." Included in the program are Saturday courses in Heavy Duty Trucking and Surveying.

Aside from the regular courses offered in Day and Extended Day programs, one highly interesting program currently operating at Laney is the Experimental College. Begun in the Fall of 1970, the Experimental College was originally conceived as a program for the student "who does not like to go to school;" in many cases this meant the poorer students who had been somewhat "lost in the shuffle" as Laney began to shift from a trade/technical to a more "academic" orientation. During its start-up period, the Experimental College was considered primarily a job-oriented program in which instruction was to be devoted not necessarily to teach trades, but rather to teaching the skills needed to learn trades (e.g., mathematics for carpenters). The emphasis now is heavily on liberal arts courses. The entire program was constructed so that students and faculty could work together in designing the curriculum;

although course content was determined by the staff at the program's inception, this was done with the specific understanding that courses were to be responsive to students' desires. At present, courses are created or eliminated depending upon demand by a sufficient number of students. The same is true of instructors; according to the Director of the program, Mr. Leon Ginsburg, "...if the students don't like a teacher, he has to go."

Since its beginning in 1970, the program has attracted a large following, and enrollment in the Spring of 1972 was close to 1,000. With its rapid growth, the mission of the Experimental College has changed somewhat, and it is now considered a "college within a college." Although a number of unusual classes are offered, including such subjects as "Beginning Mandarin" and "Edible Plants," the majority of courses are comparable in content to those offered in other Laney departments. (Transferability of credit from the Experimental College to other departments depends on the nature and level of the work performed.) Scheduling is highly flexible, including both short-term and semester-length programs. Students may enroll in a limited or full program, and there is a policy of continuous registration, so that a student may register in the Experimental College at any time during the year. Classes are highly informal, and there is an extremely high degree of student participation; teachers warmly encourage participation from everyone in the class, even the "least verbal," and in fact class participation accounts for a good deal of the final grade in many courses.

Although an outside evaluation of the Experimental College[1] pointed out that teaching in general was fairly traditional and that no surprisingly innovative techniques were used in the Experimental College classes, the very nature of the program does place some unusual demands on the college's staff.

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[1] Jean Wirth, Peter D. Abrahams, Roger Polk, "An Evaluation of the Experimental College at Laney College; Oakland, California; May 1971," Kardi Corporation, Berkeley, California.

As has been pointed out, the program is intended to serve a "different type of student," one who does not necessarily respond to traditional class structure or course content. Teachers must be able to interact directly and continually with students, and must also be flexible enough to modify the content or direction of a class according to the needs and/or desires of the students. In the informal and student-oriented atmosphere which exists, instructors must be prepared to accept and respond to student evaluation of their teaching methods. Moreover, teachers must be able to evaluate students on a number of different levels, and cannot depend entirely upon the grading of written work, as is the case in many more traditional courses. Finally, given the relatively autonomous position of the Experimental College within the Laney structure, and the orientation of the college itself, teachers must also be able to serve as counselors. Although students enrolled in the Experimental College are entitled to all of the activities and services available to other Laney students, there is a reluctance on the part of Experimental College staff to refer to the larger college's counseling staff. In accord with the close, concerned atmosphere which prevails, Experimental College teachers apparently prefer to counsel their students as needed, as well as to instruct them.

C. Faculty and Other Personnel

1. Personnel Policies. Hiring policies in general are the same for the Liberal Arts and Vocational Education Divisions at Laney, although the qualifications for staff differ in the two divisions. Liberal arts instructors are required to possess at least an Associate of Arts Degree, and the division is increasingly seeking out people with higher degrees for its faculty; according to one respondent, for example, most of the Ph.D.s now teaching in the Liberal Arts Division have been hired within the past few years. Vocational instructors must have either a Standard Designated Subjects or a Vocational Trade and Technical Credential to teach in their specified fields. This assumes at least a high school

diploma, plus six years' experience in a specific trade, plus journeyman experience; in addition, the College prefers, but does not demand, that the instructor possess an Associate Degree. As a result of these requirements, vocational education instructors currently teaching at Laney are somewhat older in general than their counterparts in the liberal arts.

Faculty are hired either on a contract (full-time) or an hourly (part-time) basis; although no breakdowns were available, one respondent speculated that the Laney staff is divided fairly evenly between contract and hourly personnel. Only full-time personnel are eligible for tenure. Full-time employees are contracted on a probationary basis by the College, and the probation period is currently three years. (One respondent noted that this will probably be reduced to two years in the near future.) Evaluations of probationary faculty, according to the Laney Faculty Handbook, 1971-1972, are conducted by three-member departmental Evaluation Committees.

Each member of the Evaluation Committee is supposed to evaluate the instructor in question once per semester; instructors are to be notified in advance that the evaluation will take place. At the end of the Fall semester of each probationary year, the Committee is to present a report to the administration, recommending retention or release of the instructor. It should be noted, however, that one respondent claimed that evaluation policies were rarely enforced, and that "no real staff evaluations had been conducted for the past five or six years."

Faculty retained beyond the third year receive automatic tenure. However, as is the case for many other colleges and universities which are presently faced with reduced or static funding for new staff, tenure is beginning to pose somewhat of a problem for Laney. Several departments are experiencing staffing shortages, and faculty in other areas sense the need for "new blood," that is, younger, more flexible, more enthusiastic personnel. However, because of budgetary restraints, the College must often wait until an older tenured staff member retires or terminates voluntarily in order to hire an additional new faculty member.

Employees may be dismissed only for causes specified in the California Education Code and in accordance with procedures established by the Code. However, administrators hold tenure only as teachers, and can be reassigned to a teaching position without specified cause. Use of this option by the administration could be interpreted as a punitive measure, and in fact, one lower-level administrator who is currently due for reassignment to teaching expressed strong opposition to the policy.

Although hiring, tenure, and dismissal policies are the same for vocational and liberal arts faculty, this is not the case regarding assigned teaching loads. According to the Faculty Handbook, the load for liberal arts instructors is 15 units, plus three scheduled office hours per week, as compared to 22 units plus two office hours per week for vocational education faculty. (One upper-level administrator interviewed stated that the breakdown was actually 12 and 24 units for liberal arts and vocational education instructors respectively.) The difference in assignment of units is attributed to the fact that teaching in the liberal arts courses requires more preparation and "homework" (e.g., grading papers, etc.) than vocational education, which consists essentially of in-class activity. Vocational education personnel interviewed did not appear to object strongly to their unit assignments, although it was pointed out that they too have some amount of "homework," in that they are required to place students in jobs and receive no released time for placement activities.

2. Staff Turnover. Although no documented data were available regarding turnover among Laney faculty members, it would appear that voluntary terminations are fairly rare. As noted at various points in this report, faculty have expressed disagreement or dissatisfaction with certain aspects of college-wide policy and operation; however, most individuals seem to be satisfied with activities and conditions within their own departments.

What turnover occurs among faculty thus appears to be mostly due to retirement. Curiously enough, this fact works to the disadvantage of the Vocational Education Division in two ways. First, as was stated earlier in this Section, the faculty in this division tend to be somewhat older in general than those in the liberal arts, and so many instructors have arrived at or are nearing retirement age. At the same time, according to more than one interviewee, there has been some tendency at Laney to let vocational education programs "die a natural death;" that is to say, as the staff of a program retire or leave for other reasons, they are not replaced, and the extra position is often transferred to the Liberal Arts Division to fill some vacancy there. Thus it would appear that a combination of factors, including the frequently greater age of the vocational education instructors and their approaching retirement, are in some cases hastening the increased imbalance between vocational education and liberal arts at Laney College.

While turnover among faculty does not appear to have been serious in the recent past, the turnover among administrators at many levels has been strikingly high. As has been stated previously, Laney has had six different Presidents since the school became part of the Peralta Junior College District in 1964. (One President died while in office, and one other reportedly left due to faculty hostility.) The College has a new Business Officer, and the Coordinator of Intergroup Services is on leave of absence and has not been replaced. Changes in the College's Office of Education have also been numerous, including the replacement of the Dean and several Assistant Deans, one as recently as this February; moreover, the new Dean of Instruction introduced several significant modifications in the entire structure of his Office.

Without reliable documentation, which was not available, one can only speculate as to the reasons for this high turnover among Laney's administrators. However, the probable effects of such changes on a college are not difficult to define. First of all, as each new administrator comes to the institution, there is an unavoidable "period of limbo" in his area of operations, since he must necessarily acquaint himself with his position and its duties. In addition, the frequent change in administrators with different philosophies regarding the role and mission of the institution make it difficult if not impossible for the school to stabilize itself. Staff often become frustrated in trying to deal with changing orientations in the administration, and in trying to conform to policies that are frequently modified or reversed. In other words, a college which is subjected to frequent changes in the upper echelons of its administration must in many ways remain in a state of upheaval and confusion, and this is in part the current situation at Laney. President Herbert Stein, however, has declared himself to be completely dedicated to his role at Laney, and appears to have no intentions of leaving his position in the near future; hopefully, his continued presence will eventually lend a greater sense of stability to the College. Meanwhile, the arrival of several new young administrators does have its positive side, in that these people may bring a fresh and innovative outlook to the institution.

3. Staff Development. According to the Faculty Handbook, College policy permits the granting of short-term leaves to staff for attendance at educational meetings and conferences. In addition, all certificated employees are eligible for one year of sabbatical leave after six years of service to the Peralta District. (However, one respondent stated that in actuality, sabbaticals are infrequent, if not non-existent, for Laney Faculty.) Released time for certain assignments such as curriculum development is also available under special circumstances and upon approval by the President. In any event, leaves of these types are at present the only means of staff development operative at Laney. Little else has been planned in the way of campus-wide or departmental faculty training. This lack of activity in the area of faculty/staff development can in great part be attributed to a simple lack of funds for such projects. However, many faculty members are aware of their obligation

to "keep up" with new trends in their respective fields, and are anxious for the opportunity to learn about new instructional techniques. The Vice-President of the Faculty Senate, for example, stated that she saw an immediate need for in-service, on-campus training in areas such as audio-tutorial programming and the use of recently developed educational materials.

D. Current Problems

Most of the problems at Laney College are related to the two scenarios under consideration, and are therefore given much fuller consideration in Chapter III of this site report. However, at this point it is worthwhile to enumerate the major problems which we observed at Laney, reserving substantiation and discussion of them until later, when they are considered in fuller context:

- Considerable tension between administration and faculty;
- Considerable tension between administration and students;
- Lack of communication between liberal arts and vocational education faculties;
- Limited capabilities in counseling and tutorial services;
- Budget cutbacks;
- A lack of planning and data collection for planning; and
- Limited credibility with the Oakland community.

E. Relations With Other Agencies and Institutions

Although Laney, like all other colleges in the Peralta District, depends to a great extent on local funds for its support, there is, according to one of the College's upper-level administrators, surprisingly little in the way of formal relations between Laney and the Oakland political structure. According to this administrator, this is due in part to a certain lack of political cohesiveness at the city level, which makes on-going relationships somewhat difficult. However, as a community college, Laney must necessarily relate to the people of Oakland, and indeed is making several notable attempts to do so.

Activities for and with the citizens of Oakland come under the aegis of the College's Office of Community Services, which is headed by Dr. Richard Ricca. Such activities essentially fall into two categories: those of the Community Development Center Program, and those of the Student Service Corps Program.

The Community Development Center Program is financed by the 5% adult education override tax, which indeed provides the budget for the entire Office of Community Services. (The Office's budget for 1971-72 was approximately $296,000.) The Community Development Center Program offers 10 workshops, which are completely separate from regular Adult Education (i.e., Extended Day) programs offered by the College (e.g., English as a Second Language, Typing, etc.). The Development Center workshops include such subjects as Arts and Crafts, Sewing, and "Slimnastics." In addition, there is a course in home-buying offered in conjunction with the College's Urban Studies Program. This course is intended primarily for those citizens who are applying for aid under Section 235 of the Federal Department of Housing and Urban Development's Housing Code. Any member of the Oakland community can enroll in these workshops, which are offered at the various Community Development Centers across the city, in such locations as Fruitvale, East Oakland, West Oakland, and North Oakland.

The second thrust of the Community Services Office involves the Student Service Corps, which in the Spring semester of 1972 involved 43 Laney students. Only disadvantaged students are recruited for this program; participants get paid for 15 hours per week, including 12 hours of actual working time, and 3 hours during which they return to the College for a seminar in which they discuss their experiences. (Official College credit is awarded for attendance at these seminars.) The students' work is supervised by one full-time and two part-time members of the staff of the Office of Community Services. Work assignments are at 26 community agencies, most of which are grass roots organizations. The participants serve as counselors, intake workers, clerical workers, etc., at such agencies as the Kennedy Tract Child Care Center in East Oakland, the North Oakland Study Center, etc.

In addition to the Student Service Corps and the Community Development Center Program, Laney also serves the community through the Neighborhood Arts Center, which was developed by several of the College's students. A total of 715 citizens are involved with this program, which is carried on at 10 locations including the Booth Memorial Home for Unwed Mothers, and various senior citizens' and recreational centers. The program basically involves arts and crafts instruction in such areas as painting and sculpture. Like the members of the Student Service Corps, Laney students participating in the Neighborhood Arts Center are paid for their participation; however, they receive no College credits for their work. They are supervised by a part-time member of the Office of Community Services.

It is through these three programs, the Community Development Centers, the Student Service Corps, and the Neighborhood Arts Center, that Laney has its greatest involvement with the citizens of the community and with public agencies in the Oakland area such as the Community Action Program (CAP) and the local Housing Authority.

Laney attempts to coordinate its Community Services Program with those of other Colleges in the Peralta District through the District-wide

Community Services Council, which is made up of representatives from all the colleges, and which is responsible, among other things, for setting guidelines and procedures for the use of campus facilities by all community groups. Another example of attempts at coordination is a group made up of the Deans of Instruction from all of the Peralta Colleges; this council is responsible for curriculum development throughout the College District.

However, examples of coordination are balanced by the incidence of fierce competition among the various colleges in the District. It is at the District level that budgets for each individual campus are set, and this has understandably led to some notable occasions of in-fighting among the Peralta members. As one administrator put it, "One of the weaknesses in the District is the illusion of campus autonomy. We're autonomous except where it counts. In other words, the only way one of our colleges gets anything, budgets, programs, etc., is at the expense of another college in the District." Competition has of course been exacerbated by the fact that three of the five District Colleges, Laney, Merritt, and the East Bay Skills Center, are located in the Oakland area. Thus, for example, when the decision to make all of the colleges comprehensive was reached, Laney was forced to give up several of its most popular vocational education courses to Merritt, which was formerly primarily a liberal arts course. Laney has been placed at a further disadvantage in this situation by its frequent turnover of upper-level administrators. For example, while each new President and Dean at Laney has had to "learn the ropes" at the District level, the President of Merritt College, Dr. Norvel Smith, has used his long tenure at the College to thoroughly familiarize himself with District administration, often to the budgetary and programmatic advantage of his school.

In general, then, although Laney is currently operating several programs which link it closely and effectively with various institutions and individuals in the Oakland community, there would still appear to be much ground to cover in the area of relations with other agencies and institutions. However, administrators at the College are well aware of problems in this area, and are currently attempting to strengthen the College's ties with the local press, the city government, and with various powerful citizens in the city.

III: THE SCENARIO -- OPEN ADMISSIONS

A. Introduction

There are two scenarios at Laney College that are of major interest: open admissions and the mixed vocation education/liberal arts curricula. The two have considerable impact upon each other, although they can be considered relatively independent as well, since many of their effects upon the larger context of the IHE as a whole are separable. In general, in this Section, the two will be considered separately, with additional discussion as appropriate about the interactive effects caused by the fact that both scenarios are present in the same IHE.

Open admissions at Laney operates very simply: by State law, anyone who either has completed high school or has attained the age of 18 may be admitted to a community college. Laney uses no tests for placement in courses of different levels and this makes for a tremendous diversity in terms of background preparation, ability, and aspiration of Laney students. The student body ranges from functional illiterates to students who eventually transfer to the University of California. The number of students at either end of this continuum is relatively small, but clearly the presence of such a variety of students, and the lack of placement tests create considerable problems for the school in serving its students according to their needs. An additional feature of the Laney College admissions procedure that must be considered in the context of open admissions is the use of "continuous registration." This means that students may register for and begin a course at any time during the semester. Although many of the liberal arts courses do not permit continuous registration, its use in other courses creates additional strains on the institution.

The mix of vocational education and liberal arts programming at Laney pervades most aspects of the school. The faculty is split between the two groups, creating considerable tensions within the school over questions of budget, educational priorities, philosophy of education, perceived inequities in the course loads, salaries, and even "social roles." The community and the student body harbor a variety of views toward the two types of education, thereby creating problems for the school in its community relations and community outreach activities. These problems have a way of causing difficulties in settings ranging from meetings of the Board of Trustees of the Peralta Community College District to Faculty Senate meetings, to community groups and student organizations. The budget squeeze, which is used by the administration as an explanation for program cutbacks and shifts in perceived priorities, only serves to exacerbate the problem. Although seen as a limited explanation for shifts from vocational education to liberal arts, budgetary constraints do not seem an adequate excuse to faculty and community members who feel that their needs are being slighted.

In addition, the two types of curricula, the wide range of students, and the flexibility of admissions procedures create record-keeping problems that have thus far proved insurmountable for Laney, in turn causing significant difficulties in self-evaluation, reporting, and planning.

B. Background and History

As discussed in Chapter I, Laney College, as it now exists, bears little resemblance to the "Laney Trade and Tech" of ten years ago. Ever since Laney became a Community College with a comprehensive program, it has had a policy of open admissions, as mandated by State law for community colleges. However, until 1966 placement tests were used for all entering students. These were not screening tests, in that they did not prevent anyone from enrolling at Laney; they did, however, sometimes keep students out of their program of choice by indicating that the students were not adequately prepared for certain courses. Due to pressure from the community, these placement tests were dropped. In this context, counseling has a crucial function to serve. However, the counseling program has always been understaffed in relation to the size of the student body. (There are currently 20 full-time counselors for a total student body of over 12,000.) It is thus impossible for the counselors to spend nearly the amount of time necessary to assess a student's strengths and weaknesses and to recommend an appropriate course of study. Understaffing of counselors has been chronic, but open admissions, and the introduction of a diversity of programs, have exacerbated the problem by making the need for counseling greater over the past eight years. Efforts to involve more segments of the community and the addition of new programs to the college, all of which have been occuring relatively steadily since the change from Laney Tech, place additional strains upon the college counseling, tutoring, and data processing activities; an unfortunate irony here is that the more successful a new program is in attracting students to the college, the greater the strain placed upon the institutional resources. A good case in point here is the Experimental College, which was described in Chapter II, Section B of this report.

This program, precisely because of its growth and success in attracting students, creates considerable problems for the college as a whole. Staff dissatisfaction with the perceived lack of standards at the Experimental College, the problems this creates for determining transfer status of certain courses, and the offering of such courses as "Edible Plants" all contribute to feelings among school faculty members and administrators that the Experimental College is a tremendous drain on scarce institutional resources, that it represents a philosophy of education that is not acceptable, and that it is a divisive force within Laney. In addition, some respondents cited the program's very high dropout rate as evidence that it is not "cost-effective" and should be discontinued or cut back.

The development of the relationship between the vocational education and liberal arts programs began in 1964 with the creation of the

Peralta Community College District and the mandate for comprehensiveness for all of its member colleges. In the drive to make all of the Peralta Colleges comprehensive, many of Laney's vocational programs were shifted to Alameda and Merritt. The programs Laney lost included its various automotive courses (body and fender work, mechanics, etc.) which had been a strong part of Laney's vocational package. In addition, of course, Laney began hiring liberal arts instructors.

In the eight years following the change from a trade and technical school to a comprehensive community college, Laney has had a half dozen different presidents. Such administrative instability, of course, has had many consequences for the institution, but one of the most important areas affected involves the mix of vocational and liberal arts programs. There was not, and is not now, any meaningful planning taking place at Laney, and the absence of plans in the context of rapidly shifting administrations has made the orderly transition and development of Laney Tech into Laney College more difficult. Many respondents felt that the change in staff ratios was effected largely by allowing vocational programs to die out with the retirement or termination of vocational instructors, who were replaced with liberal arts teachers. In addition, the various presidents have had different orientations re vocational education at Laney. Although virtually all respondents agree that none pursued a strong policy of planning and strengthening the existing vocational programs, there has been almost continuous uncertainty on the part of vocational educational instructors as to whether their programs were to be continued.

The active open admissions policy has also affected the mix of vocational and liberal arts programs. Some programs, most notably pipefitting, were abandoned due to the unwillingness of the unions involved to accept blacks or other minority group members. Another problem cited by a number of respondents was the lack of enthusiasm of minority group members for a vocational education. Respondents differed as to whether this reflects unrealistic expectations on the part of students, or, in fact, mirrors a healthy increase in pride and perceived self-worth; with either explanation, however, the fact remains that the proportion of entering students who want to pursue a vocational education has declined over the past six years. An example of this that is a current problem for Laney is in the Culinary Arts program. As one respondent put it, "It's very hard to sell a black kid whose grandfather was a Pullman porter a college education that will make him a waiter." Therefore, despite the facts that the Culinary Arts program trains chefs and restaurant managers as well as waiters, and that it has an outstanding record of placements, there is currently a debate at Laney as to the appropriate scale and future of the Culinary Arts program.

C. Current State of the Scenarios

Laney College is probably somewhat atypical of many schools with open admissions programs and with a mix of vocational and liberal education courses. It has a great variety of institutional problems, some of which are caused by open admissions and the dual function of the institution, some of which make effective open admissions and a static mix of programs more difficult to sustain, and some of which really have very little to do with the scenarios under discussion. In this Section, more than anywhere else in the site report, the emphasis will be on staffing problems and potential areas of training need for staff.

Clearly, many of the problems at Laney do not imply training programs or manpower needs; clearly many of the problems are beyond Laney's immediate control. These will be touched on, however, both because they help explain the context of Laney and because some of them interact with other issues that do imply training needs and staffing problems. (For example, although Laney cannot do anything about across-the-board budget cuts, and although such cuts do not of themselves imply any training needs, such cuts do exacerbate the tension between vocational and liberal arts instructors, and some of this tension might be relieved by new types of training for vocational education instructors.)

1. Needs. The scenarios under discussion have increased and/or created a variety of needs at Laney College. In this section the needs created by each of the scenarios are discussed in three major areas: students' needs, financial needs of the institution, and staffing and staff training needs at Laney.

Needs of Students. The open admissions policy has increased the needs of students considerably in two major areas: counseling and tutoring/remedial education. In counseling, the influx of students with a wide variety of background preparation, aspiration, and abilities greatly increased needs for all three kinds of counseling. The need for career/vocational counseling can be briefly illustrated by the fact that from 60-80% of the entering students originally have plans to transfer to the University of California, and that only 0.5-5% actually succeed in doing so.* In the absence of placement tests, and with the highly limited amount of time that a counselor can devote to the student, many students embark on a university-preparation program for which they are ill-prepared or unsuited. The unsuitability of many students' courses of study clearly contributes to Laney's extremely high dropout rate. (Definitions of "dropout rate" vary; a useful indicator is the fact that with a FTE enrollment of approximately 10,000, approximately 450 students receive an AA degree and/or a vocational certificate in the Spring.) There is, thus, a considerable need for career/vocational counseling at Laney.

Naturally, personal/motivational counseling is needed as well. In addition, as the enrollment of ghetto youth has increased, and as community outreach has been successful in attracting new students to the school, the number of students with personal and family problems has increased. Many of these students have a history of involvement with other social agencies and require considerable support to maintain an adequate level of functioning. In addition, of course, college is a disorienting experience for many students from all backgrounds, who come with considerable expectations and little awareness of the responsibility they will be required to exercise to make a success of their college career. The level of need for personal counseling is obviously extremely high at Laney; nevertheless, there are currently only three personal counselors, none of them regularly available on a drop-in basis.

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*The fluctuations in the ranges are due to the fact that respondents could only estimate, since no data of this type is available at Laney. As will be discussed below, Laney's data processing needs are quite extensive.

Academic counseling, including assistance in programming, is also a major area of need. The diversity of students, pursuing a diversity of educational objectives, implies that considerable attention must be paid to programming. The requirements for transfer credit to state four-year colleges are quite complex in general, and both open admissions and the presence of vocational courses make them even more so. The state colleges, in an attempt to insure a reasonable degree of compatibility among community colleges within the state, will accept some courses for transfer credit only when certain other courses have been taken first. But the student may register for a course without having taken its transfer prerequisite, and may well have no trouble with the material, receiving a passing grade. Although this will count towards the student's AA degree, it will be useless for transfer and will thus represent a considerable effort wasted from the point of view of the student's educational objectives. In addition, some vocational courses are acceptable for the AA degree for liberal arts majors and some are not; a few may even be used for transfer credit in certain programs. Knowledgeable assistance in programming is thus an absolute necessity for the Laney student, especially if he is a liberal arts major. The current staff of 20 full-time counselors, three of whom are personal counselors, is sorely taxed to meet the programming needs of the 12,000 students enrolled at Laney. In addition, a number of respondents stated that the quality of the programming assistance offered is inadequate; they related stories of students being poorly and incorrectly advised, unable to graduate and/or transfer due to a minor error in the student's program.

The tutorial and remedial needs of Laney students are considerable. Some Laney students are functionally illiterate. They clearly need a major remedial program either to prepare them for further education or as an educational end in itself. Many other students have had an inadequate preparation in one or several subjects and need tutoring to help them through certain courses.

It is difficult to assess the level of efficacy of the current remedial programs, since respondents differed in their evaluation of these programs. However, two problems appear to exist: first, the lack of placement tests and the practice of continuous registration makes assignment of students to remedial programs somewhat haphazard, and thus weakens the impact of such programs; and second, the remedial program is not large enough to meet the need that really exists (the extent of which could only be revealed if some form of placement screening were used). Similarly, the College Tutoring Service seems somewhat disorganized and understaffed. The tutors are Laney students who are tutoring as work-study experience, and they do not receive sufficient training or supervision to make them maximally efficient.

The extent of coordination between these two critical branches of student services is clearly very important. In general, respondents felt that there was insufficient coordination, largely due to the overtaxed nature of both services without increased "referrals."

The addition to Laney over the past eight years of a variety of liberal arts programs has also created a major area of need for students apart from those mentioned above. There is a tremendous need for a job placement service at Laney. In vocational courses, each department has an "advisory panel" composed of representatives of local industry. These panels are extremely useful to the vocational programs both as sources of materials and guidance for the programs and as placement resources for students in the courses. However, there is no placement service available to liberal arts students, the majority of whom do not transfer to either the state university or a state college and thus need jobs. Isolated programs do make some placements, generally follow-up to work-study employment that the student has had. There is considerable need for some sort of centralized placement service, although efforts should be made to ensure that the relatively smooth-running placement efforts of most vocational education programs are not hampered.

Financial Needs. Laney certainly has considerable financial needs: the student service needs discussed above cost money to meet; the financial aid program is in need of increased funds; staff fragmentation is greatly increased by the use of hourly instructors and long-term substitutes who are much less costly than contract instructors; new community programs cost money; staff salaries have not been adjusted for the cost of living in the past two years. The Peralta District is faced with a 6% budget cut overall, and at Laney the cut will be on the order of 8.5%.

However, not all of these financial needs can be attributed directly to the practice of open admissions or to the mix of programs at Laney. Those that can seem to be the costs of additional counseling, tutoring, and job placement programs. The need for an expanded data processing capability is in part attributable to the two issues under discussion. However, much of the weakness in Laney's data processing cannot be remedied at Laney; it reflects major gaps in the data processing capabilities of both community colleges and state colleges in California. In addition, some of the costs of increased financial aid can probably be attributed to the open admissions program, since it has been successful in attracting to Laney more disadvantaged students who need substantial financial aid. The other reasons for financial need are not due so much to any particular factor as they are to growth, inflation, and tight budgets.

Laney gets most of its support (approximately 70%) from a tax: 36¢ per $100.00 of assessed real estate values* goes to the Peralta District for the community colleges. The voters recently defeated a measure that would add 20¢ to the rate, and a temporary 15¢ override has expired. Thus, it is possible to attribute much of Laney's financial problems to the fact that the Peralta District is not blessed with high land values and that for whatever reasons, the voters did not want to increase the costs to themselves of higher education.

There are a few general points about the relationship of financial needs to the scenarios under discussion. Change usually costs money. Even when it is impossible to separate out any cost elements, shifts in program emphasis -- unless, of course, they are accompanied by cuts in program scope -- incur expenses. Open admissions certainly places strains on the resources of most institutions. To incur costs due to the fact that the average student in an open admissions setting will need more of several kinds of services, counseling, tutoring, financial aid, than the average student before open admissions was instituted and thus unless the number of students goes down (and the opposite has been the general rule), the need for services and therefore costs increase.

For a comprehensive program, it is not clear that costs need increase after the initial costs of transition and establishment of an equilibrium between the vocational and liberal arts components of the college's course offerings. However, at Laney this state of equilibrium has not been reached, and virtually all faculty respondents and the great majority of lower-level administrators seemed to feel that vocational education was in a constant struggle for survival. (This contrasts markedly with the statements of the top administrators, all of whom felt that vocational education was extremely important to the future of Laney and that efforts were underway to strengthen that aspect of Laney's programs.) In this situation, the institution naturally must bear considerable costs due to faculty fragmentation, alienation between administration and faculty and confused relations with the student body and the community. These costs are impossible to measure or to pinpoint, but they are clearly significant, and thus the institution must bear greater financial costs to maintain the same level of effectiveness.

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*The assessment rate is 25% of fair market value.

There is a final important point to be made about financial need at Laney. Although the need for money is great at Laney, most respondents did not feel that the financial constraints were the cause of Laney's problems. Of course, the lack of sufficient funds to do what is perceived as necessary creates difficulties for the school, but respondents who were not high-level administrators felt almost uniformly that the financial problems served only to mask some of the underlying stresses and dysfunctions in the institution. Virtually all educational agencies operate under severe monetary pressures; this seems to be an unfortunate fact of life. But adequate planning and institutional flexibility within a relatively stable context enable institutions to function effectively despite chronic lack of funds. Several respondents even voiced the opinion that the current budget squeeze at Laney might be a good thing, in that it could provide the impetus for some coordinated planning and priority-setting.

Staffing and Staff Training Needs. Laney needs trained staff in a variety of areas. The need for counseling has been discussed above. Many respondents seemed to feel, however, that it is impossible to obtain enough counselors to meet the needs of Laney students; for counselors to work efficiently, they must be more accessible to students, more familiar with both academic and vocational programs, and more involved in working with faculty. Although each counselor is currently assigned to a given department, and students in that department are encouraged to seek the counselor out, this system has not proved very successful in providing student-counselor interaction. Many respondents on the faculty therefore suggested that some faculty members be trained to provide counseling to students, and that the functions of the counseling department be devoted to programming students and perhaps some administration and/or training of faculty counselors. For this idea to become a reality requires not only a very major training effort, but probably a change in the state law as well. To be certified counselors, individuals must fulfill a variety of criteria that are not feasible for faculty members without considerable loss of time. However, it might well be possible for the faculty members to engage in *de facto* counseling, as some now do with a few students, but not be *de jure* counselors.

Whatever solution is seen as most appropriate, it is clear that more people to do counseling are required at Laney, and this requires a training effort of considerable magnitude. Laney is probably fairly typical in this regard, and thus reflects an important area of need on a national basis. Especially needed are minority (in Laney's case, primarily black) counselors. Only three of Laney's twenty counselors are black, while over 40% of Laney students are black and over 60% are minority group members.

The area of administration seems to be one where there is considerable need at Laney. Virtually the only point on which the faculty was not bitterly divided at Laney was their strong negative opinion of the administration. Whether this mirrors a national need is not clear, although the relatively low perceived status of community colleges and the tremendous problems and resistances that face their administrations probably tend to keep the most qualified and talented people from staying in the field for very long, leaving it to people who are either in transit making their careers or who are not particularly suited to the job. The contributions of the open admissions program and the comprehensiveness of Laney's program to this problem are difficult to assess with precision, although it is certainly accurate to say that both of these factors tend to make the administration's job more difficult.

A critical area of need that is created by the existence of an open admissions policy in a school that has both vocational and liberal arts programs and that seeks to be involved with the community in a meaningful way is in vocational programming. Virtually all respondents, whether they were staunch supporters of vocational education or not, cited several flaws in the vocational programs. (Depending on their attitudes, they either saw these as good reasons for decreased emphasis on vocational education, or as obstacles in the way of the recognition of the true role appropriate for vocational education.) The problems most frequently cited are the isolation of the vocational education programs (and faculty) from the rest of the school, the narrow focus of many of the programs (i.e., Culinary Arts and Pipefitting are unable to appeal to minorities), the lack of more innovative programs responding to changes in the job market and aspiration levels of students (currently in the preliminary planning stages is a program for psychiatric technicians), and the lack of "verbal" and communication skills on the part of vocational education instructors.

Most respondents did not feel that retraining was the answer: instructors in vocational education have to have at least six years experience in the trade, which follows journeyman experience. They also have undergone some degree of training in teaching, with more of them now coming in with AA degrees. Therefore, they are at least in their early thirties and a great many of them are considerably older. Some of the older vocational education instructors we spoke to stated quite frankly that their only career objective now was retirement. It would therefore seem that what is needed is a "new generation" of vocational education instructors, who have not only ties to the trades, which are clearly critical to the effective placement of students, but real commitment to the community college ideal and a greater responsiveness to the needs of persons different from themselves. This clearly implies a recruitment and training program of considerable magnitude.

In the vocational education area, as in counseling and administration, there is considerable need for minority instructors. In some cases, of course, this is difficult since certain trades have a history of discrimination, which is only now being slowly changed at the journeyman level. A further type of program that seems necessary in vocational education is the internship program in paraprofessional careers, such as the psychiatric aid program that Laney hopes to initiate. This kind of program, primarily because of its content, requires a different type of instructor than is now typical at Laney. In addition, these are programs where liberal arts and vocational education instructors might work quite closely together, and thus address the chronic faculty fragmentation at Laney.

2. Planning. There is virtually no planning taking place at Laney College. To some extent this is attributable to the crisis-oriented approach of the administration; to some extent, to the turbulence of Laney; and to some extent, to the lack of trained staff with time to devote to planning. There is very little hard data available about the institution (an outstanding example is the fact that we were unable to obtain HEGIS data from Laney), although steps are being taken in this direction.

Until there is some sense of unity of purpose at Laney -- until, that is, there is open communication between administration, liberal arts staff, vocational education staff, and students -- it does not seem that planning could be fruitful in any institutional sense. The only planning of any sort that we did observe, which sadly illustrates the lack of unity mentioned above, was planning for the security of administrators and the control of students in the event of an impending student disruption. The size of this demonstration was grossly overestimated, and thus the plans for security and control were never put to the test.

D. Impact

The impact of the two scenarios has been rather substantially discussed above. However, a few final comments are in order here. Basically, the impacts of the dual curriculum and the open admissions policy have been divisive for the college. To a considerable extent, this seems inevitable: introduction of a liberal arts program must make administration more difficult, and must create anxieties in the vocational education faculty; similarly, an open admissions policy must place a strain on the tutorial and counseling services of the college, and create tensions in faculty members and administrators who are unfamiliar with the type of student that will be admitted and uncomfortable with the redefinition of the goals of the school.

The crucial question for Laney, and for other schools in or about to enter a similar situation, is "What is going to happen?" At Laney, it is difficult to be optimistic. Many faculty members interviewed stated that they soon planned to leave Laney. No solutions to the tensions on campus seem to be in the offing, and the current administration is not perceived by faculty or students as a substantial improvement over previous ones. The type of vocational education instructors that are needed at Laney do not seem to exist in the job market, and programs to train such people are similarly non-existent.

A further important point is that many of the problems at Laney seem to have been severely compounded by the simultaneous presence of both scenarios, each putting considerable stress on the institution, and acting together in almost a "multiplicative" sense to create difficulties for the institution.

Many of these problems are probably present at other schools attempting the changes Laney has instituted, although there are clearly lessons to be learned from the Laney experience and mistakes to be avoided.

NORTHEASTERN UNIVERSITY

A CASE STUDY IN THE CONTEXT OF MANPOWER TRENDS IN HIGHER EDUCATION

PREFACE

Northeastern University was chosen for study as a representative of the movement toward "Universities without walls" in which a significant portion of the curriculum involves work done outside of the classroom and campus. Northeastern's version of this scenario achieves enhanced student body capacity and financing advantages both for the institution and for the individual student, at substantial costs in administrative complexity and the cohesiveness of a campus community. Cooperative education at Northeastern is no innovation trying its wings; the program was first instituted in 1909. But the future development of the program and its role in the University are the subjects of much current debate and policy revision, and we have sought to document the staff training implications of the transitions that this ferment manifests. These implications seem to focus on one central staff role at Northeastern: the coordinator, who is responsible for job development and student placement within the cooperative education program. In our field observers' judgment, Northeastern evidences a need for:

- MORE Coordinator Counselors, although it is far from obvious that intramural politics will soon permit such a reallocation of resources

- BETTER trained in skills related to keeping abreast of the job market, securing good business relationships, salesmanship (both for placing students in existing jobs and also for creating new openings), and personal counseling

Given current trends, the future role of the coordinator is debatable. Continuing pressures from unemployment and understaffing have resulted in greater program flexibility. Under pressure from academic faculty members who oppose the amount of support that the cooperative education program receives, the coordinators are being pushed to accept greater counseling responsibilities which require a higher degree of involvement with the academic departments. Ultimately, coordinators may have to earn doctoral level degrees and become much more like other faculty members. It is not obvious at present where they are going to get appropriate training either for their present role or for the new one that the trends seem to be defining.

NORTHEASTERN UNIVERSITY

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I: INTRODUCTION TO NORTHEASTERN UNIVERSITY

A. History

Northeastern University was founded in 1898 under the auspices of the Boston YMCA as an evening polytechnic institute. Eleven years later, with eight full-time students, it adopted the cooperative plan of education, thus beginning its long history as one of the first institutions operating under this rubric. After degree-granting privileges were bestowed by the Commonwealth of Massachusetts, Northeastern began its expansion into other areas in 1922 with the addition of the College of Business Administration.

Since its inception, the institution has attempted to identify community educational needs and to develop programs to meet them. It has, therefore, a strangely non-academic and certainly non-ivory tower atmosphere. Nevertheless, it cannot be denied that Northeastern's role has been significant in American higher education. It has made available many diverse and unique educational opportunities to segments of the population for whom higher education might otherwise have been inaccessible. In addition, its leadership in cooperative education has contributed substantially to the development of this educational philosophy.

B. Facilities

Northeastern University's main campus is distinctly urban and is located in a declining area of Boston. The school's 47 acres are interdicted by Huntington Avenue, a major thoroughfare and trolley-line. Almost all of the 25 classroom and administrative office buildings are crowded on one side of the street, while the eight residential buildings housing nearly 2400 students are on the other side. The main educational buildings, all of which have been completed since 1938, are solidly constructed but seem more industrial than academic in their cold exteriors and dark interiors. The Ell Student Center, the newest building, provides student offices and student activity facilities, and a central lounge that is crowded with students throughout the day. The library system on this campus is housed primarily in the Dodge Library, with three smaller libraries and a law library located in other facilities.

In addition to the Huntington Avenue Campus, Northeastern has several off-campus facilities:

- Henderson House in Weston, Mass., 12 miles away, where the University operates a continuing education facility;
- The Suburban Campus in Burlington;
- The Warren Center for Physical Education and Recreation Education in Ashland, the largest and most attractive property of the University; and
- The Parsons Athletic Field for baseball and football in Brookline, Mass.

The University's special media facilities fall under the jurisdiction of its Office of Educational Resources (discussed in greater detail in Chapter II) and include complete television and audio production capabilities, a Learning Center equipped with sophisticated instructional media, and a library of programmed instruction units.

C. Staff

Unfortunately, the information which we were able to gather about staffing patterns was seriously limited by the unexpected absence during our field effort (and the weeks immediately following it) of the Vice President of Academic Affairs; the limited accessibility of the

President; and the lack of current data. Total full-time faculty as of October 1971 numbered 620, and the total number of other full-time professionals is estimated at about 200. Since many of the administrative staff are given faculty status, these figures give a somewhat inflated idea of the proportion of full-time academic faculty members. Of those who hold faculty status, the breakdown by sex and rank is as follows:

	Professors	Associate Professors	Assistant Professors	Instructors	Total
Men	115	173	156	47	491
Women	6	23	44	56	129
TOTAL	121	196	200	103	620

Women are noticeably under-represented at all levels except at the instructor level. Apparently there is an even smaller proportion of women in professional administrative positions. Statistics showing racial breakdowns were not available, but minority students have, on at least one occasion, voiced their concern over this matter, and female staff members, likewise, are growing increasingly discontent.

D. Student Body

In 1971 there were some 44,000 students in attendance at Northeastern. Of these, close to thirty thousand were part-time, giving Northeastern an FTE enrollment (in degree credit courses) of about twenty-two thousand. Students participating in the broad range of part-time programs match the diversity of the part-time offerings. They vary in age, income group, educational achievement and occupation, and include professional people interested in updating their technical skills or knowledge, housewives earning associate or bachelor degrees, and so forth.

The full-time undergraduate student body is a much more homogeneous group, the vast majority of which are drawn from the Boston area. About 10% of the undergraduates are minority group members (mostly black) and nearly two-thirds are male. Up until the past five years the student body was drawn largely from blue-collar, lower middle class families in the Boston area. Now, however, because of recent changes in recruitment policies, a higher percentage of the student body is from out of state (nearly a third of 1970-71's freshman class). Several respondents noted that students are more sophisticated, more affluent, and more aware than formerly. On the whole, however, they are still likely to be career-oriented and shy about assuming initiative in building relationships with faculty members. The president of the current Student Council and the Dean of Students concurred in their opinion that students on the whole are apathetic about University affairs and extra-curricular involvement in them.

E. Budget

Perhaps the most remarkable feature of Northeastern University's fiscal operations is that the institution continues to operate in the black. Approaching its seventh-fifth year, the institution began a Diamond Anniversary Development Program in 1961. Now in its third and final phase, this financial campaign has been so successful to date that its original $40 million goal has been raised to $65.6 million. One of the significant achievements of this program has been the growth in alumni support of the institution from somewhat over half a million dollars to some $4.5 million since 1961.

Northeastern's operating budget and total income in 1971 balanced at $50,804,458. The primary source of funds was tuition and fees, which comprised nearly 60% of the income. Auxiliary enterprises, student aid, gifts, grants and bequests, and research and training grants provided, in approximately equal proportions, an additional 34% of income. Of the remaining income sources, which also included loans and miscellaneous income, endowments contributed the lowest amount (less than 1%).

Nearly 64% of the University's dollar disbursement went to pay for operating expenses, which means that tuition incomes fell slightly short of covering these expenditures. Auxiliary expenses, student aid and research and training together accounted for nearly 30% of the school's expenditures. The remaining monies were disbursed in the following categories: mortgage and loan commitments, restricted funds, plant funds and endowment.

II: CURRENT SITUATION AT NORTHEASTERN UNIVERSITY

A. IHE-Governance/Power Structure

All power at the University proceeds from the Northeastern University Corporation, composed of 150 business and professional men. The corporation elects the Board of Trustees in whom they vest their power and who in turn elect the President of the University. The President is responsible for the administration of the school and has reporting directly to him seven Divisional Vice Presidents and an Executive Vice President. The Vice Presidents implement the policies set by the Board and the President. Effectively, all power at the institution lies in the hands of the President and Trustees. Although they are required to receive aid and counsel from the Faculty Senate and to maintain liaison with the Student Council and thereby with the student body, they are in no way bound by the actions of the Senate, the Student Council, or the College Faculties. Virtually all proposals and recommendations of the Senate, College Faculties and Student government bodies must receive the approval of the President and Board of Trustees.

The relative simplicity of this power structure appears to give the institution a rare degree of flexibility and adaptability by eliminating complicated red-tape procedures in the decision-making and implementing processes. This flexibility does not always work in practice, however; some actions require approval of the Board of Trustees, and must be relayed to the Board by the President. Often, the Board is slow in delivering its decisions. The Board of Trustees is currently sitting on three proposals from Faculty Committees. One of these, submitted early in 1971, affects tenure and promotion policies and calls for democratically-elected tenure and promotion committees. Nothing at all was heard about this proposal until last fall (1971), when Presidential approval was given to the recommended promotion criteria. Recently the Senate's Agenda Committee met with the President to implement other aspects of the proposal which do not require Trustee approval. Another proposal still awaiting Trustee approval originated from College of Engineering faculty and sought to establish a program under which students could earn both a bachelors and a masters degree in Electrical Engineering in five years. Finally, the College of Criminal Justice has asked that they be allowed to give academic credit for certain coop assignments. Neither of these proposals has yet been approved, although each would help alleviate serious problems in the College concerned. The Board's reluctance to respond in matters such as these is a source of considerable strain between the University's faculty and administration. While some faculty are resigned to their powerlessness, others are frustrated, and still others, primarily in the College of Liberal Arts, are actively expressing growing discontent.

Similarly, the current Student Council President reported that while Student Council recommendations about such issues as changes in parking regulations are usually acted on affirmatively and quickly, the Council has little, if any, influence in effecting policy changes. The Council's lack of influence is at least partially attributable to student apathy and the lack of continuity in student government caused by the alternation of work and study programs on a quarterly basis.

The Faculty Senate is composed of ten administrators appointed by the President and thirty faculty members elected from the Basic Colleges on a proportional basis. Its assigned functions, as delineated in the 1971 Faculty Handbook, are:

- to act as a coordinating body among the various colleges and divisions;
- to be consulted on all problems, proposals, and policies of faculty concern;
- to initiate consideration and recommendation on any matter of faculty concern;

- to undertake functions referred to it by the President and Board of Trustees; and
- to provide communication between the Administration and University Faculty.

Most of the Senate's work is performed by four standing committees: the Agenda Committee and the Committees on Faculty Development, Academic Policy and Faculty Grievances and Appeals. The Agenda Committee, which virtually controls the Senate, has the following responsibilities and powers: to arrange the Senate meeting agendas; to submit assignments to standing committees; to establish ad hoc committees and to review all committee reports before presentation to the Senate; and finally to "provide a regular channel for consultation and communication between the faculty and administration."*

The Student Council, composed of ex-officio members designated by the Class Boards and representatives and officers elected by the student body, provides the official liaison between the student body and the University administration. In addition, in the area of student affairs the Council acts as a legislative body, and serves as an advisory body to the faculty (in areas involving academic policies), the Dean of Students and Director of Student Activities.

The Council has several committees, the most notable of which are the Grievance Committee, which investigates complaints of students and serves as a communication and facilitation group; the SCATE committee, which is responsible for administering and publishing the Student Course and Teacher Evaluation; and the Administrative Committee, which publicizes the activities of the Student Council. SCATE, which was created several years ago by an act of the Council, is published in computer printout formats, and copies are placed in various campus offices for student reference. The Student Council is currently planning to publish the evaluation as a newspaper hoping that the resulting increase in its accessibility will enhance its effectiveness. The Student Council also recently submitted a recommendation to President Knowles that a permanent full-time lawyer be hired to provide students with full legal representation and advice for problems with the police, landlord relations, contractual obligations, etc. Students would be assessed $2/year to cover his salary and associated costs. Although the President has not yet given official approval, the Student Body President expected his approval to be forthcoming. Another area of Council activity has been educational reform. The Council proposed major changes in the grading system, allowing all courses outside a students' major field to be graded on a pass-fail basis.

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* Faculty Handbook, p. 12 (Northeastern University, 1971)

B. Programs

The practice of Northeastern University has been to develop programs in response to perceived community educational needs. In following this strategy, the University has not limited itself to offering only undergraduate and graduate degree-level programs and to operating extension and part-time programs only as a token means of meeting "community responsibility." Rather, the institution adopts programs quickly and is constantly developing new ones. As a result, the University confers baccalaureate, masters and doctoral degrees as well as associate degrees. Degree programs may be full or part-time, day or evening, and they may be offered at the Huntington Avenue campus, the suburban campus in Burlington, Mass., or at one of the University's several off-campus facilities. In addition, the University conducts a wide variety of different types of special programs, including state-of-art courses in engineering and other highly technical fields and special institutes, such as one conducted for chefs.

Full-time undergraduate degree programs are operated by the University's eight Basic Colleges and Lincoln College; while part-time programs are offered through Lincoln College and University College. Nine graduate schools administer the advanced study programs and the Center for Continuing Education handles most of the special programs.

The sheer size and diversity of programs at Northeastern preclude detailed presentations of the offerings at each of these colleges and schools. However, we have selected for inclusion here three areas of activity:

- The recent establishment of a Bachelor of Science program in Engineering Technology at Lincoln College, in addition to full-time day offerings, provides an excellent example of the flexibility created by the University's diversity.
- The Office of Educational Resources represents Northeastern's use of technological innovations to increase teaching effectiveness and efficiency.
- Special services to minority groups represent the University's efforts to be responsive to special populations.

1. The Lincoln College BSET Full-Time Day Programs. For some time Lincoln College has offered part-time evening programs leading to associate or bachelor degrees in mechanical or electrical engineering. In September of 1971, however, the College initiated full-time bachelor-level programs in the day division. The success of the program was assured by the enrollment of some two hundred students during the first year. Program staffing was provided by utilizing faculty resources available due to a 30% decline in engineering enrollment. In addition, since the program is substantially different from the regular engineering curriculum, students whose high school records precluded their admission to the College of Engineering could be accepted for the technology degrees. Thus the Lincoln College program not only expanded the number of students whom Northeastern could attract but also provided employment for faculty no longer needed by the College of Engineering.

2. The Office of Educational Resources. Created in 1966, this office is composed of two divisions: Instructional Media and Instructional Systems Development. The Division of Instructional Media makes various media and materials available in response to faculty and student request and also operates the Learning Center, where students may use specialized audio-visual playback equipment and programmed instruction units to do remedial or advanced work. Center staff assist students in getting the materials they need and in operating the equipment. About eighteen hundred students use this service annually. Of much greater potential impact is the Division of Instructional Systems Development. It has sophisticated production facilities and is staffed by five instructional designers, three production specialists, and four technicians. Its purpose is to assist faculty in developing learning packages for classroom or independent study. This year an experimental course in introductory psychology was planned, designed, and produced. By making extensive use of specialized instructional media, of text and workbook materials (also developed for the course), and by capitalizing on the interactive component of the equipment, this package enabled what was formerly a lecture course for twelve hundred students to be taught individually, freeing the instructor and graduate students to work with students on an as-needed basis. The course has been well received by psychology department faculty and will be used by several faculty members next year. Besides providing students with increased individual attention, and reducing the number of staff needed to "teach" the course, the package also greatly facilitates scheduling problems. The Director of the OER believes that use of the package six times will pay the cost of development and production. Next year a similar package will be developed for an engineering course, but more widespread utilization of this facility is inhibited by the extensive initial investment, both of capital and staff time. The Administration strongly supports this office, but development costs must be assumed by college budgets, and only limited funds from outside sources have been made available.

3. Special Programs for Minority Students. According to the Undergraduate Catalog, the University not only actively "seeks to expand educational opportunities for deserving minority groups,...but also has increased its guidance and other supporting services in order that such students may be assured the opportunities to succeed in their chosen fields of study." The University waives certain of its admission policies for minority students and makes certain provisions for freshman minority students. In addition, the University hired a black associate dean of students and created the Afro-American Institute.

The extended freshman year allows disadvantaged students having academic or other adjustment problems to drop up to 60% of their freshman course load. Provided that they pass the remaining courses, they may make up the dropped proportion the following year, and take some sophomore courses. This program may in fact help students over the hurdles their freshman year presents, but one must question whether it is financially feasible for enough of them.

The black Associate Dean of Students is in charge of special (i.e., minority) programs and in addition actively involves himself in establishing contact with minority students, and in providing assistance for them when needed. His advice is sought on matters of housing, course and college changes, finances, etc.,primarily by upperclassmen. The Dean felt that although many of Northeastern's black students initially experienced adjustment difficulties, such problems were generally worked out during freshman and sophomore years.

The Afro-American Institute was created in 1968 in response to student demands. It is completely controlled by students and community residents and sponsors a number of non-degree credit courses in black studies. Some of these courses are concerned with the history and culture of black people; some are designed to increase political awareness and involvement; and some teach skills such as karate, budgeting, and household planning. The Institute is also responsible for making available a variety of counseling and tutorial services and for providing students and community people with "a place to go." To date, the Institute has been oriented more toward community than student service, and has been only marginally effective in the provision of counseling and tutoring for students. Its community focus is partially attributable to its off-campus location until June of this year (1972). Because of its ineffectiveness to date in meeting student needs, and because of serious financial problems, the Institute was being reorganized at the time of our site visit. Although no information was available regarding the likely outcomes of this reorganization, the Associate Dean of Students was optimistic about the Institute's ability to deal more responsively to student needs in the future.

C. Faculty and Other Personnel

The faculty and staff of Northeastern University typify (and no doubt contribute to) the institution's distinctly non-academic flavor. Of the administrative staff only one Vice President is a former professor, and the faculty themselves (with the exception of some Liberal Arts staff) simply do not fit the image of patched elbow "tweedy" professors. This is at least partially due to the fact that promotion requirements place less emphasis on research and publication than many other institutions. Another contributing factor is that much of Northeastern's appeal to prospective instructors is based on their perception of the school as a kind of "missionary" assignment. Students at Northeastern are more likely to be vocationally oriented and to have chosen the school for its ability to help them earn their way through school rather than for the opportunity to study under noted scholars. Northeastern's academic faculty are, therefore, teachers rather than researchers by profession.

In a similar vein, the commuter nature of the school has inhibited the development among the faculty of a sense of community. Faculty and staff members' residences are scattered throughout Boston and the surrounding suburbs, so that there is little opportunity for them to meet socially. Furthermore, the powerlessness of the Senate decreases motivation for active participation in faculty affairs. One faculty member commented on the resultant difficulty of coalescing forces among the faculty. Based on observations made during our site visit, many senior faculty are apparently resigned to their status quo, while younger ones -- namely, those not on tenure -- feel threatened. One instructor pointed out that she felt that the administration used election to tenure as a way of weeding out faculty members who are "anti-establishment." Adoption by the University of the tenure and promotion policies recommended by a faculty committee in 1971 would probably substantially reduce this kind of feeling. The faculty proposal calls for the establishment of tenure and promotion committees, democratically elected from the Basic College Faculties, which would make these decisions.

While faculty fail to form a cohesive body, the administration is a much tighter group. Many administrative staff and members of the Department of Cooperative Education are themselves graduates of Northeastern University. In fact, one administrator pointed out that it is preferable that they be "familiar with the institution." It is also preferred that coordinators take their advanced degrees at Northeastern. Not surprisingly then, most of them do. Furthermore, administration staff do not come from the ranks of faculty. According to one faculty member, only one of the seven Vice Presidents is a former professor. These policies help exacerbate the gap between faculty and administration. And many faculty decry the lack of a "dynamic force" in the administration.

This observation may be somewhat harsh. After all, the administration of Northeastern is continuously beginning new programs and changing the old ones. What really seems to bother the faculty is their lack of a voice in setting the University goals and policies. Many of the areas in which the activities of the administration are most creative are simply not visible to Basic College faculty members. After all, changes in the evening and off-campus part-time programs have little if any impact on the Basic Colleges. Moreover, the administration does appear to be singularly reluctant to institute change in the structure of the cooperative program.

The administration has, however, instituted a year-long goal study in which some faculty will participate, and hopefully, this will reduce some of the tension. Northeastern is at a crossroads now, and whatever decisions are made about the directions it takes will have tremendous impact. No doubt the administration is aware of this and their awareness may well be the critical factor in their extremely cautious approach to adopt policies which would shorten the length of the curriculum or allow credit for coop experience. (See Section C.3 of Chapter III.)

In any case, what was striking during our site visit was the degree of control the administration has, its close identification with Northeastern and cooperative education and the juxtaposition of its "exclusiveness" with the lack of cohesiveness among the faculty.

D. Current Problems

Two issues, declining enrollment and tenure, have been selected for discussion here because they seem to be most important to the University's continued well-being. Furthermore, the strategies for dealing with enrollment decline include changes in the coop program and/or in the offerings of the Basic Colleges.

1. Enrollment Decline. According to an article published in the May 26, 1972 issue of Northeastern NEWS (the student newspaper), freshman class enrollment in the eight Basic Colleges dropped by over four hundred students over the past three years; applications dropped by one thousand in the past year; and total enrollment in the Basic Colleges is over three thousand fewer this year (1971-72) than last year. The NEWS documented its sources for these figures as: the registrar's office, the admissions office, and the President's Reports for the past three years.

These declines have been sharpest in the College of Engineering, which has dropped 30% in the past two years. Some administrators and

Engineering faculty still hope the apparently declining interest in the field is temporary. Similarly, the Dean of the College of Liberal Arts, where losses were much less severe, was quoted in the NEWS as saying that the drop in his college was an "aberration."

Nevertheless, these declines would seem to be alarming, particularly in light of the fact that in 1973 the University of Massachusetts will open a new branch campus in Boston. UMass's $200 per year tuition rate will provide stiff competition for Northeastern, yet the administration has remained calm so far. Vice President Ryder pointed out that there is still some question about the level of funding the state will be able to find and also that UMass and Northeastern will not be competing for the same students. Northeastern has several alternatives for keeping itself out of competition with UMass.

First of all, the school will continue to emphasize the coop program, which according to Vice President Ryder allows students to earn about $10,000 during the course of their undergraduate careers, while the total cost of tuition and fees is about $8,000. To further enhance the attractiveness of this program, Northeastern may reduce the five-year curriculum and grant credit for coop experience. (Both of these possibilities are discussed more fully in Chapter III, Section C.3.)

A second strategy is to continue current efforts to expand the geographical base from which students are recruited. The institution inaugurated a policy of wider based recruiting several years ago, but if more residence facilities were made available the school could become a residence rather than a commuter institution.

Third, Northeastern can place more emphasis on adult programs, which would afford a considerable degree of flexibility. In addition, UMass Boston probably will not be in a position to compete with Northeastern in the area of adult education at all: Vice President Ryder believes that UMass may have to charge the actual cost of education for its adult programs, and given the expensiveness of the planned facility, this cost may be higher than it is at Northeastern.

Finally, Northeastern's real ace in the hole is the development of special programs. According to the Vice President for Planning, the institution is already actively investigating the possibilities of creating new programs in professional fields by combining old ones. For example, technology and business curricula could be combined to produce a degree program in transportation. University planners are also placing a great deal of emphasis on expansion in the health area. Although some faculty have expressed concern about these unorthodox kinds of degree programs, they may very well be the coming thing and the salvation of Northeastern. Certainly the respondents in the administration expressed their belief that maintaining the University's flexibility and its ability to "respond to a changing environment" are the keys to its continued success. The wide range of part-time programs gives Northeastern a remarkable basis for the creation of full-time day programs. The establishment at Lincoln College of a full-time coop program leading to a Bachelor of Engineering Technology illustrates how this technique operates. (Discussed earlier in Section B (Programs) of the Chapter.)

2. The Tenure Problem. During the course of our site visit, several respondents, including members of the Department of Cooperative Education, the administration and the faculty, referred to the tenure problem with which Northeastern is faced.

Faculty members become eligible for tenure during their seventh year of service, regardless of rank, and are evaluated for election to tenure on the basis of the same criteria as those for promotion. Since retention beyond seven years automatically confers tenure, faculty members cannot be retained beyond the probationary period unless they are to be given tenure. According to the Vice President for Planning, the University does not allow more than 60% of its faculty to be tenured. During the next ten years, very few of Northeastern's tenured faculty will reach retirement age.

Among the Basic College faculties, this fact apparently is producing considerable anxiety. Nearly every respondent mentioned the problem and the fact that non-tenured faculty feel very threatened. In those colleges where enrollment has been declining (primarily Engineering, Liberal Arts and Business Administration), the problem exacerbates the tension between faculty and administration, and the poor job market for faculty in higher education makes the situation all the worse.

In the Department of Cooperative Education the dynamics of the problem are somewhat different. The need for coordinators is not threatened as severely as the need for faculty. In fact the department is already understaffed (See Chapter III, Section C.1). However, because coordinators must have professional experience in their fields, and because becoming a coordinator does not enhance chances for re-entry into original fields, upward mobility within the Department of Cooperative Education is critical. The unavailability of tenured positions within this department detracts considerably, therefore, from the ability of the department to recruit new coordinators.

According to the Vice President for Planning, administration concern over the tenure problem is centered around the likelihood that many of the younger faculty will be bounced around because of it, and that it will harden the lines between faculty and administration. In the face of a trend toward faculty unions and union negotiations, such unfavorable circumstances are particularly threatening to University administrators.

In spite of the apparent seriousness of the tenure problem, our site visit revealed only one strategy that has been implemented for dealing with it. One of the major concerns of faculty has been their lack of a voice in setting University-wide goals and policies. Recently, the administration appointed a committee, including faculty members, to conduct a year-long goals study. Hopefully, this strategy will ease faculty concern over their lack of voice and thereby reduce the overall level of tension. It is possible also that adoption by the Board of Trustees of the faculty proposal for tenure and promotion policies may also significantly reduce this tension. So far, however, only those portions of this proposal that do not require Trustee approval have been enacted. (This proposal is discussed at greater length in the Section A, Governance/Power Structure, of this Chapter.)

E. Relations With Other Agencies

As a private, non-secular institution of higher education, Northeastern's most unique relations with outside agencies have been centered around cooperative education. Because of the school's long-standing interest and participation in this program, it has gained a great deal of visibility among employers in the Boston area and throughout the nation as a leader in the field.

In 1965 under a grant from the Ford Foundation, the Center for Cooperative Education was established in the Division for Cooperative Education. The Center's staff includes a director (who is also the Divisional Vice President), a research professor and a director of training. It provides consulting and training services and conducts research both for the Federal government and for other institutions interested in cooperative education. Although these activities were conducted at Northeastern prior to the establishment of the Center, the Center provides a tangible and formal link between Northeastern and other agencies and the primary vehicle for Northeastern's efforts to promulgate cooperative education.

In addition to the activities of the Center, Northeastern's top administrators have also been heavily involved in the foundation and operation of the National Commission for Cooperative Education, which was begun in 1962 with a grant from the Kettering Foundation. During its first four years, Vice President Wooldrige (Vice President of the Cooperative Education Division) spent half-time working for the Commission, although he was not on their payroll. Recently, the Commission invited President Knowles to be on its Board of Trustees. In addition, beginning in academic year 1972, the Commission will be headquartered at Northeastern. This move is being made to give the Commission a greater sense of stability and to facilitate its funding through close association with a university.

The Commission draws its membership primarily from colleges and universities involved in cooperative education. Its purpose is "to forward the expansion of cooperative education...in a number of ways: by sponsoring conferences designed to inform leaders about cooperative education; by providing consultants to institutions that need advice in developing, organizing, and setting up programs; by providing a continuing public-information program; by encouraging the development of new forms of cooperative education; by interesting colleges and universities, as well as industry, labor, government, and other employers in cooperative education; and by assisting in the formulation of national policy in support of cooperative education."[1]

Northeastern University is also a member of several other national organizations whose primary function is promulgating cooperative education, including the Cooperative Education Association (CEA), founded in 1963 as a "forum for all persons involved and interested in coop education," and the American Society for Promotion of Engineering Education, Cooperative Education Division, founded in 1930 and still operating today.[2]

Northeastern's relations with local agencies have grown primarily out of its relations with coop employers. A training program Northeastern recently conducted for the Massachusetts Division of Employment Security is described below as an illustration of Northeastern's local relations with other agencies.

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[1] Knowles, Asa S. & Associates, Handbook of Cooperative Education, London: Jossey-Bass, Inc., 1971, pp. 318-319.

[2] *Ibid.*, p. 2.

Recently, a number of the engineering and technology firms (many of them Coop employers) which grew up around Boston during the technology boom were forced by economic conditions to either shut down or reduce the level of their operations. As a result, literally hundreds of engineers were unemployed, and the Division of Employment Security found it virtually impossible to place them in new positions. The Division's Director of Professional Placement believed that the engineers could be retrained and placed in such fields as transportation, oceanography, and urban development and asked Northeastern's Director of Placement to design and implement such a program. Northeastern complied, and included in its training design a counseling component to teach the trainees the art of selling themselves and to make them aware of their own capabilities.

III: THE SCENARIO -- UNIVERSITY WITHOUT WALLS

A. Introduction

Northeastern University is the largest institution in the nation that operates on a cooperative plan of education. The entire undergraduate student body, with the exception of liberal arts majors, is required to participate in this program. The plan, in addition, has been extended to many of the graduate degree programs.

In keeping with limits imposed by time and scope of the study, the concern of this case study has been limited to the operation of the program at the undergraduate level. Since the University operates on a quarter system and since baccalaureate programs last five years, an undergraduate student's career is comprised of a total of nineteen quarters, one of which is the vacation quarter following the freshman year. Of the remaining eighteen quarters, seven are spent off campus on coop assignment and eleven on campus studying. Three of the eleven study quarters are taken consecutively during the freshman year, after which students alternate work and study quarters. The single exception to this format is the Boston-Bouve College, whose students are on coop only during their sophomore year and earn their degrees in four rather than five years.

Students do not receive academic credit for their coop assignments, although one of the degree requirements is that these assignments be completed satisfactorily. Until recently, coop assignments were full-time (for the length of a quarter), paid employment. Now, however, by special petition, students may spend one or more coop quarters engaged in some other activity, such as travel, voluntary community service work or independent research. There are, however, no formal provisions for locating opportunities for these non-work activities allowable through the Experiential Program.

Each coop student is assigned a coordinator who is responsible for assessing the student's needs, preferences, goals and activities, and for placing the student on coop assignments. The coordinator, in addition, is responsible for developing jobs and maintaining relationships with coop employers. The coordinator, by virtue of his function, is central to the operation of the coop plan, and is discussed in great detail later in this Chapter.

Ideally, coop assignments are in a field related to the student's educational and professional goals, but the economy and the nature of the student's field of study often seriously impinge on the extent to which this ideal is practiced. As it is, there is a broad spectrum of coop opportunities in industry, business, government and social service agencies. While most of Northeastern's coop employers are within commuting distance of Boston, students may be placed on jobs in other parts of the country, as well as abroad.

Several trends now incipient in the University could dynamically alter the role and professional requirements of coordinators. Increased flexibility in the coop program, for instance, means that coordinators can rely less on already-established patterns in assessing the needs and preferences of each student and consequently, that they must spend more time with each student and be more actively involved in helping students select a program of coop assignments from a broader range of possibilities. Thus, more demands will be made on their counselor skills and on their time. At present, the University's administration recognizes the likelihood of this trend, but neither it nor the Coop Department has made plans for developing the scope of the Experiential Program. The reluctance to do so probably stems as much from the fact that the coop department is already understaffed as it does from the fact that the University traditionally has added, changed or expanded existing programs only under pressure situations. And right now, forces in the direction of this kind of individual tailoring have not gained sufficient momentum to force the institution into action.

Another trend and one which goes hand in hand with increased flexibility is toward closer affiliation of coordinators with their colleges and college faculties. Such a move could have positive effects on the coop program and the University; it would most likely reduce the tensions between teachers and coordinators, as well as increase the integration of coop and academic experience. At the same time, it would probably also mean that coordinators' education qualifications would more closely resemble those of faculty, and that coordinators would begin to exercise with great frequency such faculty prerogatives as sabbatical privileges. In point of fact, there already is increased, though still implicit, emphasis on doctoral degrees as a requirement for promotions. In addition, coordinators have begun already to request sabbatical leave and to register complaints about their 12-month year. If credit is given for coop experience, it will no doubt accelerate these trends and reduce severely the ability of coordinators to handle heavy student loads.

B. Background and History of Northeastern University's Cooperative Education Program

In 1909, the Polytechnic School of the YMCA Evening Institute, later to be known as Northeastern University, became the second institution in the United States to adopt the cooperative plan of education. The concept had been introduced six years earlier at the University of Cincinnati by Professor Herman Schneider. Schneider, a professor and later Dean of Engineering, believed that most students needed to work in order to pay for their education and that certain facets of any profession (in this case, engineering) could be learned only through direct, on-the-job experience. He devised a system of alternating periods of study and work to provide students with jobs that would not only supplement their income but also contribute to their learning experience. The university assumed the responsibility of finding jobs for the students with local industry and assigned to each job a pair of students who, by alternating employment and study, filled the position on a full-time year-round basis.

Northeastern's growth and the concommitant expansion of the cooperative plans into other areas of study than engineering parallels in microcosm the growth of cooperative education in the country. Its original program was closely patterned after Cincinnati's in that it was in engineering and students alternated work and study on a weekly basis. In 1922, Northeastern opened its College of Business Administration, following the example set again by Cincinnati, of the application of cooperative education to non-engineering fields. Cincinnati had begun just such a program in its business school three years earlier, and in so doing set a trend for the expansion of cooperative education into new professional fields.

Another major breakthrough for the development of this system of education was made when Antioch College adopted a cooperative education plan in 1921. Up until that time, it had been generally assumed that cooperative education could only work in a technical field of study and at an institution located in an urban industrial area. The success of the cooperative program at Antioch -- a liberal arts institution located in rural Ohio -- shattered both of these illusions about the limitations of cooperative learning. The survival of the plan during the Depression further proved its adaptability, and under the worst circumstances possible. Employment at Northeastern was down in 1932 to 54% of the available students. On-campus programs for unemployed students were devised, providing cultural and general education courses at no tuition and for no academic credit. The ability of cooperative education at Northeastern and elsewhere to survive the Depression is ascribed by President Knowles to the spread of cooperative students among a large number of employers and more importantly to the "close relationships established with employers over the preceding years and the fact that students had demonstrated their value."[1] In fact, Northeastern not only weathered the storm, but also in 1935 placed its College of Liberal Arts under the cooperative education rubric.

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[1] Handbook of Cooperative Education, page 6.

The next period of growth in Cooperative Education followed World War II and was at least in part a response to the large numbers of returning veterans. It was during this phase that Northeastern's College of Education was opened. During the latter half of the 1950's, cooperative education began to generate interest at the national level as a way of meeting the anticipated onslaught of baby-boom students. This onslaught was rightfully expected to overstrain the limited classroom, staff and facilities capacities of higher education. Thus, during the 1960's Northeastern added five basic colleges, including the College of Pharmacy and Allied Health Science which still is the nation's only such program on the cooperative plan. The sixties also saw the beginnings of Northeastern's active involvement as a leader in cooperative education, marked by the establishment in 1965 through a grant from the Fund for the Advancement of Education of the first Center for Cooperative Education.

During the cooperative program's first 40 or 50 years at Northeastern most of the implementation problems were solved, the last of these being the adoption during the 1950's of the four-quarter academic calendar. The division of the student body into two groups, the assignment and centralization of the function of finding jobs and placing students on them, the lengthening of the baccalaureate program to five years, the granting of faculty status to coordinators, the determination of the qualifications for the position of coordinator, the establishment of a centralized Department of Cooperative Education, all evolved gradually during this period.

The last four or five years, however, have seen the beginning of a transitional stage which respondents felt would last up to ten years more. Marked changes have occurred during the past few years in the relationships between students and the coop department, which are now much more relaxed than they were formerly, and in which coordinators now exert less control. The proportion of students who carry out all of their coop assignments with one company for whom they work after graduating is diminishing. At the same time, an increasing number -- even in engineering, and not entirely because of the decline in engineering jobs -- opt for at least one coop assignment outside their field of study. Furthermore, through the establishment of the Experiential Program, the Coop Department has given its official seal of approval to the educational merit of such non-work activities as cross-country or European travel, living and working in a kibbutz and independent study. The Student Advisory Committee, formed in 1968 and composed of representatives from the Basic Colleges, acts in an advisory capacity to the Dean and Vice President of Cooperative Education. The Committee has contributed in some measure to the relaxation of coordinator control over the students by giving them a place to air their complaints, questions and suggestions about the Coop Program. In addition the Committee made the recommendation which led to the abolishment of the written report which students were formerly required to submit at the end of each coop period. Despite the limited effectiveness to date of this Committee, it does represent the trend toward more flexibility and a greater student voice in the Coop Program and could become the seed of a much more active, if not more powerful, influence.

C. Current State of the Scenarios

1. **Needs**. The single factor most critical to the survival and success of cooperative education is the effective performance of the function of developing jobs for coop assignments and placing students in these jobs. At Northeastern this dual function is performed by its thirty-four coordinators who operate out of the Department of Cooperative Education and report directly to the departmental dean.

The Dean is responsible for hiring, promoting, and supervising the coordinators, administrative assistants and clerical personnel who comprise his staff and for maintaining liason between his department and the rest of the administration. Although the coordinators report directly to the Dean of Cooperative Education, and despite the fact that none of them is engaged in teaching, they hold faculty rank and are members of one of the Basic College faculties. Students are assigned to a coordinator from their college, and in the cases of the larger colleges, coordinators' responsibilities are broken down by academic departments.

In 1967, to alleviate the burden of some of the busier coordinators, the position of administrative assistant was created. There are now twenty such personnel, all women, who assist the professional staff. Their role varies, depending on the individuals involved, and some act primarily as secretaries, while others have greater responsibilities and function as "junior coordinators." The basic requirements of the job are a bachelors degree, and some business or industry experience, and typing. Administrative assistants have no formal upward mobility, and the 20% of them who have been promoted to professional (i.e., coordinator) status have been assigned to the less technical-oriented fields such as Education or Liberal Arts non-science. The Department does not encourage administrative assistants to remain in that position for more than four or five years, an interesting policy particularly in the light of the fact that one of the student respondents felt that it was much easier for students to develop a rapport with the administrative assistants than with the coordinators, who are usually older and often less sympathetic.

The entry requirements for coordinators are that they hold a bachelors degree and have three to five years' experience in the field to which they will be assigned. Coordinators are generally hired at the instructors level, and must receive the approval of the Basic College faculty to which they will be assigned. There is no formal training other than an initial orientation process, occasional workshops run either by the Coop Department or the Center for Cooperative Education. New coordinators are assigned a "big brother" who is responsible for helping them become acclimated to their job. Attainment of a Master's Degree is a requirement for promotion to the rank of associate professor, and to be considered eligible for the rank of assistant professor, coordinators must already be enrolled in a masters degree program and have successfully completed at least one course. They are encouraged to do their advanced study at Northeastern either in the academic area to which they are assigned or in education. In addition, as they advance in faculty rank, coordinators are expected to be actively involved in University affairs outside the Coop Department. Membership in faculty or university committees or participation in the activities of the Center for Cooperative Education is required of them, and senior coordinators may well spend as much as half their time in these pursuits. Few people reach the rank of full professor, but those who do must have received some kind of professional recognition either at Northeastern or in the field of cooperative education and must also be engaged in either a formal or informal advanced studies program. Currently, there is one full professor, and eleven coordinators in each of the other three ranks; the full professor and the eleven associate professors are tenured.

The Department of Cooperative Education is responsible for undergraduate coop placements; graduate students are handled by the Graduate Placement Services. Since freshmen students do not have coop assignments, there are about nine thousand students for whom the department has responsibility. This means an average student load per coordinator of about two hundred during a given quarter. The load recommended by the Center for Cooperative Education is half this size, but Northeastern does not have the facilities for supporting a staff of twice as many coordinators. As it is, the Department already occupies the better part of two floors in one of the main educational buildings. Coordinators who have an administrative assistant handle about three hundred students; some handle even more. The ability of a coordinator to absorb large numbers of students is in direct relationship with the number of established jobs in his field. A few years ago, one engineering coordinator, working with his administrative assistant, was able to handle as many as five hundred students. Such a large load is probably no longer feasible, given that students are less submissive about their coop assignments and that jobs in engineering are harder to find.

Coordinators' primary responsibilities fall into two classifications, job development and placement of students in jobs, within each of which they have a number of specific tasks they must perform. They spend three days a week in their offices seeing students, and two days in the field visiting firms for whom coop students are working. Visits to coop employers are made to follow up on placements and to solidify the firm's relationship with Northeastern. Northeastern has some twenty-five hundred coop employers, whose role is critical to the success of the coop program. The coordinators have the primary, if implicit, responsibility for conducting the University's public relations campaign with these firms. In the case of newly developed relationships with employers, coordinators obtain more complete information about the coop positions. Ideally, each coordinator sees each coop company at least once and preferably twice a year. These visits also enhance relationships with students, who often receive much less personal attention than they need and want.

The Department Facility expects that a good coordinator (i.e., one who has been around long enough to "know the ropes") will in good economic times develop thirty to fifty new jobs a year. To do this requires some measure of salesmanship, not to be underestimated in its importance in the whole framework of the coordinator's function, particularly in such fields as criminal justice and liberal arts. The motivation for companies to hire coop students varies. Some do so in hopes of having them stay on after graduating; others, to fill certain routine jobs. This practice is common in technical fields, where some knowledge of the field is necessary to perform certain routine tasks. Still other firms hire coop students as evidence of their commitment to community service. And recently, companies have found that they can use coop students as a way of bringing minority group members and women into their companies. The kinds of jobs that companies make available to students vary tremendously in level of responsibility and pay. The coop department admits that in their opinion at least two percent of the students are underemployed, and that students would probably quote a proportion as high as 50% or more. Ideally, if students stay with a firm, they typically advance in responsibility and salary levels each time they return, and some firms have either formal or informal training programs to facilitate this kind of advancement. Generally speaking, companies that follow this kind of practice do so with long-term recruitment as their ultimate objective. Student salary levels range now between $75 or $80 a week to as much as $150.

In wooing a prospective employer, the coordinator must go through a series of personal visits, telephone calls, etc. The important thing in this process is that he get enough information early on from the company to be able to evaluate the likelihood that the company will hi coop students and to establish some idea of what kinds of jobs they will make available. The coordinator needs to have a range of jobs reflecting the range of student interests and abilities. Further, he must avoid certain situations like elaborate training programs, which are difficult to maintain because of the changeability of students' interests, lack of flexibility of both students and employers, and high requirements set by the employers.

The coordinator's responsibilities related specifically to his students are broken down as follows: preparing them for placement, placing them, conducting follow-up, and handling student problems. The procedures required in the first category are conducted during the freshman year and include conduct of some form of group orientation, conduct of individual preliminary or screening interviews, and assignment of students to divisions. Each coordinator conducts one or more orientation meetings with his freshmen students, a fairly straightforward task that absorbs little overall coordinator time. The screening interviews on the other hand are the most time-consuming and also most important task in this series. Coordinators ideally should know the students with whom they work, and in many cases the rapport between a student and his coordinator is the only source of adult guidance which the student has.

The purpose of this interview is to establish the student's goals and job preferences as well as some idea of his abilities preparatory tc placing him on his first coop assignment. Based on the information gained up to this point, coordinators make divisional assignments so that each division is roughly equal in size and range of students' interests, skills, etc.

Prior to every work quarter in his career, each student is interviewed and then referred to prospective employers. Students are not required to accept the jobs to which they are referred, and the tendency has been in recent years that it takes more and more referrals to make a placement. To facilitate this selection and placement process, coordinators are required to keep adequate records, and often this administrative burden creates a real strain. Some sort of follow-up contact must be made with each employer and student to verify placement, insure that both are reasonably well-satisfied, and in the case of new employers find out more about the position they have provided.

Department regulations require that students -- even those who find their own job -- maintain communication with their coordinators, and students are not allowed to quit in the middle of a coop assignment unless such action has been cleared through the coordinator.

In these situations as well as in other problem areas the coordinator is often called upon to act in a counselor capacity. Many students seek their coordinators out for advice on matters not concerning their coop program. In such cases, the Department encourages them to refer students to the Counseling and Testing Center. But even in an unproblematic case, coordinators are expected to provide vocational guidance, and to know enough about students to help them make appropriate decisions. The heavy student load of coordinators at Northeastern limits the extent to which coordinators are free for counseling outside regularly scheduled interviews and follow-up contact with students.

In addition to their responsibilities to students and as job developers, coordinators are expected to represent the Department of Cooperative Education on the faculty and university committees on which they serve. Membership on such committees (or participation in the Center for Cooperative Education activities) absorbs as much as half a senior coordinator's time but nevertheless is a stated prerequisite for promotion.

2. Planning. Although one of Northeastern's seven Vice Presidents is charged with the responsibility for planning, most of the planning activity of his office deals with development of new and experimental programs and use of physical plant. And while the cooperative education program is clearly a consideration in the development of plans, it is not the specific target of the planning function. There are, however, several alternatives currently under consideration by the Administration and Board of Trustees. One of these is the proposal submitted by one of the departments in the College of Engineering to inaugurate a five-year BS/MS degree granting program and another is the proposal submitted by the College of Criminal Justice to allow credit for certain coop experiences. Neither proposal has received formal approval, although on a very selective basis some engineering students are being allowed to take heavier course loads that will enable them to earn the double degree in five years.

The truly significant thing about either of these changes is that they represent changes in the philosophy governing Northeastern's cooperative program, and despite the declines in rigidity that have marked the past five years or so, there have been no philosophical changes in the history of Northeastern's program. Its current status has evolved slowly over time and with no sudden shifts in its basic concepts.

The five-year curriculum was instituted in 1935 and allows coop students eleven full quarters of academic work, varying between twelve and sixteen credit hours per semester, in which to earn their degrees.

Reducing the number of years required to earn a degree is seen as a way of making Northeastern's program more attractive to prospective students and thereby more competitive. The move may become necessary, especially considering the fact that already many non-coop bachelors programs have been reduced to three years. However, a shorter curriculum would necessitate reducing the credit hours required for degree, increasing students' course loads, altering the structure of the coop program to include fewer off-campus periods, or granting credit for coop assignments. Of these alternatives, the only one that has any real feasibility is granting credit for coop, and this may well be one of the touchiest issues at Northeastern.

Some of the considerations involved in this policy change are:

- who would grant the credit? academic faculty or the coop department?
- on what basis?
- can accreditation standards be maintained?
- how much loss of flexibility and increase of administrative complexity can the program bear?

Faculty, already generally resentful of the fact that coordinators were given faculty rank, are even more reluctant to accept the idea of coordinators assuming the function of granting academic credit. And the Department of Cooperative Education is equally unwilling to deal with what it perceives as an invasion of its domain if faculty were given any kind of control over coop assignments. Credit for coop experiences would require much closer working relationships between academic departments and the coop education department. It could also likely mean the decentralization of the coop department and the shattering of another of Northeastern's traditions. The trend in this direction has already begun, however, as pointed out by Vice President Ryder. Decreases in the rigidity of the

the coop program during the past decade have already forced coordinators into more of a counselor relationship with their students, requiring them to be more aware of what is going on in the academic departments. As a result of this Ryder believes that coordinators will eventually be required to earn doctorate level degrees and pointed out that they have already begun behaving more and more like faculty. (An example of this behavioral change is the increased number of coordinators who request sabbatical leave.) Furthermore, the Criminal Justice model, whose two coordinators are respected by academic faculty and play active roles as members of the college, is likely to become the accepted pattern. And indeed if credit is to be given for coop experience, the functions of teaching students and finding and placing them on coop assignments must be more closely tied.

Precedent for this has already been set at the graduate level by the College of Law, which is operating a three-year program in which candidates for law degrees receive academic credit for "internship" experiences obtained under the cooperative education rubric. Both the law and criminal justice programs are relatively small and this no doubt has facilitated the development of rapport between the staff members who teach and those who coordinate. In the other colleges, however, the existing rancor between the two groups would have to be substantially reduced before this policy change could be successfully introduced.

Another problem is deciding on what basis to grant credit and setting standards governing the kinds of experiences that deserve credit for each degree program. The apparent need to set standards would considerably reduce flexibility, as do also the constraints imposed by the job market. One possible way out of this problem was suggested by one of the professors interviewed, who believes that rather than granting credit directly for coop experiences, credit be given for participation in seminars which would teach students to learn from work experiences and show them what they had already learned during their periods off-campus.

In any case, there is also the problem of meeting the standards of accreditation agencies, which is probably trickiest in the professional fields. (This is the expressed opinion of President Knowles, but seems to contradict the Law School model.)

Finally, the motive for granting credit is to maintain Northeastern's ability to attract students, in the face of more and stiffer competition. And interestingly enough, student sentiments do not favor the idea. Objections are based on the loss of flexibility inherent in the policy; the fact that if credit is given for coop experiences, the University might charge tuition for coop terms; and the perceived reduction in "realness" brought about by faculty involvement in coop assignments.

Despite resistance in all parts of the University, the adoption of some policy leading to credit for coop experience is under serious consideration. The Center for Cooperative Education is preparing a research paper on the implications of the policy and viable ways of implementing it, and top administrators seem to view it as a likely necessity in the coming decade.

For Criminal Justice, credit for coop would mean that volunteer, non-paid work assignments could be given students if they received credit for them, and this would relieve the problem they have with a serious shortage of relevant, paying jobs. For Engineering, it could mean a shorter degree program and might help reverse the trend toward declining enrollment. Furthermore, if handled properly, credit for coop, by forcing faculty and coordinators to work together, might well ease tensions between the two groups and at the same time integrate the total experience of Northeastern's students.

3. Problems. The most critical problem now facing the cooperative education program at Northeastern is rising student unemployment and underemployment rates. Cooperative programs, by their nature, are extremely

sensitive to fluctuations in the economy and to conditions in the labor market. Despite the long-standing relationships which Northeastern enjoys with many of its coop employers, the fact remains that when times are bad, coop employees are the first to go. Severe unemployment was first felt in the College of Engineering several years ago as a result of the sudden decline in funds available to engineering companies. Many former coop employers went out of business as a result of the crash, while others were forced to reduce to skeleton staffs. Jobs for engineering students virtually evaporated, and for a while the proportion who could not be placed or who could be placed only in underemployment situations was the highest it had been in decades. Ironically enough, the equally marked decline in engineering enrollment (see Chapter II where this is discussed in greater detail) has brought this proportion into more reasonable limits during the last year.

The College of Criminal Justice is also severely plagued by unemployment, but for a different set of reasons. In the first place, since it is a new college in which enrollments are rising rapidly, there are only a few existing employer relationships on which to rely. And in the second place, the positions most appropriate to the fields of study the college encompasses are with government-sponsored agencies. Consequently, placement opportunities are often subject to inflexible (and equally unfavorable) civil service regulations which provide little framework and no reward for hiring and training coop students. The situation is further exacerbated by the fact that in many cases funds are not available or are delayed in coming. Altogether too often the criminal justice coordinators have had development efforts go down the drain because funding either was cut off or delayed. The two coordinators have been able therefore to find only about half the number of "good" jobs as they would like. Besides the fact that job development takes more time to produce less satisfactory results in this area than in others, their student load is unusually high and will be even higher next year. The quota of two hundred freshmen which the college set for the Fall of

1972 has been more than doubled by the University in order to make up for declining enrollment in other colleges, which means that bad circumstances can probably only be expected to get worse.

In the College of Engineering, where freshman enrollment has dropped 30% in two years, one of the departments has submitted a proposal that would create an honors program in which students, by carrying heavier course loads and receiving some academic credit for coop assignments, could earn both their bachelor's and master's degrees in five years. Although the program has not yet been approved, it is being practiced on an ad hoc, highly selective basis. The College of Criminal Justice, faced with rapidly increasing enrollment and a paucity of related jobs for coop assignments, is also considering granting credit for coop experience. They could then place students on volunteer assignments, which could tremendously alleviate their rather serious problem. Criminal Justice's two coordinators enjoy a much closer working relationship with the faculty of that College than is typical, and in the face of University-wide discussion, informal though it may be, on granting credit for coop assignments, closer ties of coordinators with the academic milieu seem likely to develop.

The situation in other colleges, while much less severe, is still down from other years. The 98.5% employment rate quoted by the Department of Cooperative Education may be somewhat misleading, since it is based on the number of students available and does not take into account the number who, by special petition, stay on campus to study or participate in the Experiential Program only because they couldn't find a job. Also not considered in this statistic is the fact that some 10% of the students placed have found their own jobs, often as an alternative to unemployment. This procedure does little to alleviate coordinator loads, since very often it is done as a last resort. Finally, it is unknown to what extent the rising student drop-out rate (a problem in its own right) can be attributed to unemployment.

While staying in school or participating in the Experiential Program may help some students through this crisis, these procedures are financial impossibilities for many who depend on coop income. Another alternative, and one which has proved moderately helpful, is developing more jobs at greater distances from Boston.

Student underemployment is a much less easily defined problem. The Dean of the Coop Department gave a 20% figure and, at the same time, admitted that students' estimates may go as high as 50%. And, indeed, student respondents, as well as some faculty, did mention it as a critical problem. Unfortunately, given the laws of supply and demand, it is the marginal, and therefore more easily discouraged, students who wind up underemployed. Thus the group who most need the educational and income rewards of employment are the least likely to obtain it. Nevertheless, the most serious implication of high underemployment is that it precedes unemployment: first the good jobs go, then the bad ones.

For the most part, both these problems are temporary (given that the economy is bound to improve) and by themselves probably are an insufficient force to have long-lasting negative impact on the University. A more serious threat than current bad labor market conditions is the limited capacity of the nation's economy to absorb coop students. It is conceivable, therefore, that at the present rate of growth, this capacity might well be reached in the foreseeable future. In fact, Northeastern has already felt the impact of the growth in cooperative education. Both Antioch College and Wilberforce University have begun placing some of their coop students in the Boston area, and a new coop program was recently opened at Merrimac College, located only some fifty miles northwest of Boston. In addition, Northeastern with nearly 900 minority students is not considered by employers looking for minority students to help them meet new Federal desegregation requirements. Instead such prospective coop employers go to predominantly minority schools, and the resulting competition for coop jobs has only begun to be felt.

In addition to the pressures created by unemployment and underemployment, the cooperative plan at Northeastern is also faced with staff related problems. As discussed earlier in this chapter the department is currently under-staffed, and while the strain is perhaps most felt in the case of criminal justice coordinators, certain trends are likely to increase the pressure on coordinators. In summary, these trends are increased coop program flexibility, continued placement difficulties, and closer ties between coordinators and academic faculty. At the same time, there is widespread and often open animosity of faculty for the cooperative program and particularly for coordinators. Some faculty apparently feel that the University's support of the program is not in proportion to its importance, and even more believe that coordinators should not have been given faculty status. These feelings undoubtedly contribute to the University's reluctance to expand the staff of coordinators and thereby also contribute to the staff shortage problem in the department.

Furthermore, as is the case throughout Northeastern as well as in many other institutions of higher education, the department's quota of tenured staff is nearly full, and the staff holding tenured positions are relatively young. Consequently, upward mobility is severely limited.

D. Impact

There is no doubt that cooperative education has been a major influence in shaping the character of Northeastern University. An entire branch of the administrative structure is devoted to its operation; faculty contracts and teaching responsibilities are governed to a large extent by the needs generated by the program; and the kinds of students who attend the institution and the way they function as a student body are also influenced by the coop plan.

The major impacts of the coop program on the administration of the school fall into two categories: operational support and facilities utilization. Several administrative functions, registering students, posting grades, and scheduling classes, occur twice as often each year, and the proportion of students enrolled in classes during the summer quarter is much higher than at non-coop institutions. As a result, such details as scheduling vacations of administrative staff can be a problem and more man/months of administrative work are required than would otherwise be to support an institution of Northeastern's size. Unfortunately, precise estimates of additional administrative staff required were not made available to our field team. Northeastern was in fact noticeably taciturn on the whole subject of numbers and salaries of administrators.

While operating a coop program may place a sizeable burden on the administration of the school, it also increases the overall capacity of the physical plant by about one-third. In addition, one administrator pointed out that certain facilities, such as highly specialized laboratories and libraries, serve about twice as many students as they ordinarily would since they are used primarily by upperclassmen, and only about half the upperclassmen are on campus during any given quarter.

The coop program impacts directly on staff by requiring that they teach at least three full quarters each year. Faculty are given the option of 39-week or 45-week contracts and are paid according to the option they elect. The program, with its split student body, also means that faculty have to teach courses twice as often and further that two-semester courses are infeasible. Liberal Arts faculty, who are generally the least sympathetic to the program, are perhaps the most dissatisfied with these limitations. Many of them apparently see no benefit to the work experience their students gain and believe that the practice of alternating work and study interrupts the students' academic careers and hampers their intellectual growth. It was not within the scope of this study to determine whether or not this is really the case, but even if it is, the argument can be made that intellectual growth is not the only goal of Northeastern's undergraduate students. One faculty respondent in the College of Engineering, where biases are more likely to be in favor of the coop program, did point out that in some cases the coop experiences serve to orient students too early toward specific job goals. At the same time, however, he believed that the program increases motivation by providing them opportunities for practical application of the theories learned in class.

Esentially what the coop program does is trade off greater academic growth against other kinds of experience. Although no explicit attempt is made by the University to really capitalize on what students learn during their work quarters, these experiences no doubt enhance their appreciation of what the "real world" is like and further provide them with much needed income. In fact, many Northeastern students would be hard pressed to pay for their educations without their coop earnings. Having committed itself to the coop program and its particular combination of benefits, Northeastern undoubtedly attracts students who are interested in receiving this particular mix of benefits. Based on the responses of the students we interviewed, these benefits are perceived to also include an opportunity to obtain experience on which to base career choices.

There is nevertheless some controversy at Northeastern over the amount of emphasis the University's administration places on the coop program. At least one faculty member complained that before he accepted his post he was not adequately informed about either the implications of the coop program or the extent of the University's commitment to it. In a similar vein, one vice president pointed out that there is some need to orient new faculty since their relationships within the institution are different from what they would be at other schools. At the same time, however, and contrary to what was suggested by the faculty member mentioned above, he expressed his belief that prospective faculty and students alike who are turned off by the coop program simply never apply to the institution. According to him the coop plan symbolizes a group of students who are more serious than others, given that they are essentially working their way through college, and this has a kind of missionary appeal to many faculty. Several faculty respondents confirmed this idea, saying that they preferred Northeastern's atmosphere to that of more prestigious "ivory tower" kind of institutions, and that teaching this group of students represents a unique challenge which they enjoy.

The impact of the coop program on the student body is not limited to the kinds of students the University attracts. After their freshman year, students are assigned to one of two divisions, each of which functions as an almost entirely separate student body. Each division elects its own Student Council members and officers, and each of these two governments operates only during the quarters on campus. What this means is that the discontinuity which faculty complain of is carried over into student organizations as well. This discontinuity was felt by the current Student Council President to be a serious handicap in the ability of the Council to accomplish anything, especially since the administration has a practice of postponing action on controversial issues until the government which proposed them is about to enter a coop quarter. The Dean of Students substantiated the opinion of the Student Council President, saying that the coop program really hurts student government. He also felt, however, that a result of the division of the student bodies has been a quieter campus than many other colleges have had during the past few years. Respondents in all groups commented on the high level of student apathy, which is perhaps best exemplified by the fact that only 20% of the student body voted in a recent election, and that in another one officer was elected with a plurality of 67 votes.

Some efforts are made to combat both the discontinuity and the apathy problems. The two Student Councils distribute minutes to each other, so that even the government off-campus has some idea of what is going on with its counterpart group. Nevertheless, because students in one division have virtually no contact with those in another, coordination between the two governments has not been successfully achieved. Furthermore, one of the University's policies is that no classes meet on

Tuesdays and Thursdays from noon to two o'clock. This period, known as "Activities Hour," is set aside for student organization meetings, and though it probably encourages participation, particularly for commuter students, it has not prevented the continuing growth of apathy.

SAN JOSE STATE
A CASE HISTORY IN THE CONTEXT OF MANPOWER TRENDS IN HIGHER EDUCATION

PREFACE

As of June 1, 1972, San Jose State College (San Jose, California) was officially granted university status under Bill AB 123 of the California State Legislature. Although such a move could engender a vast number of new manpower requirements (see Section C, "Implications for Other IHEs"), the change at San Jose State was primarily one in name only. (In fact, Bill AB 123 is often referred to as the "Name Change Bill".) Over the years, San Jose State had grown to the point where all that separated it from other large universities was, indeed, the name. In 1965, San Jose established its own Center for Research and Advanced Study and, just prior to becoming officially a university, it was able to boast that not only did half of its faculty hold doctorate degrees but that 20% of the entire faculty was engaged in research of one kind or another. A new library had already been in the planning stages for several years and construction is expected to begin as soon as the necessary financial arrangements are made. Computer capabilities to handle large flows of information had been increased as of last summer, and new programs such as a Master's degree in Fine Arts and another in Public Administration, had already been proposed, as well as initial planning on a School of Health Science (to train students for work in paramedical fields). These new facilities and program will have specific manpower requirements, of course, but these needs do not concern us for the moment.

Perhaps the only area in which San Jose falls short is in doctoral programs. Ironically, however, the same bill which conferred university status on San Jose specifically prohibits the University from seeking additional Federal funds to further research activities and establish doctoral programs. At the present, San Jose does not feel any doubt that they will do so in the future. They are also confident that when the time is right, their university status will help attract funding from industrial and private sources.

The manpower needs San Jose is experiencing at the present time are much like those of other large schools. Given modern social pressures, as well as an especially strained relationship with a predominately Mexican-American community, however, San Jose does have one apparent manpower shortage:

Minority faculty and staff members.

As with many other large, predominately white universities, San Jose is having difficulty in recruiting, hiring and retaining qualified minority professionals. In having to compete (usually unsuccessfully) with non-academic institutions (i.e., industry) for skilled black and chicano Ph.D.s. it would appear that San Jose is left with two alternatives: either to modify hiring policies, or to initiate programs that train minority members for administrative and teaching roles. San Jose is not the only school feeling pressure to provide equal educational opportunities to culturally disadvantaged minority members, but this will eventually result in program changes that will require the appropriate qualified staff to service them.

SAN JOSE STATE COLLEGE

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I: INTRODUCTION TO SAN JOSE STATE COLLEGE

A. History

The California State University at San Jose is the oldest of California's public institutions of higher education. It was originally established in 1857 as Minn's Evening Normal School, a department of the San Francisco School System. In 1862, the school was taken over by the State and became the first California State Normal School, by an act of the State Legislature. The legislature voted to move the school to San Jose in 1870, and the campus was transferred to that city in the following year. The college was known as the San Jose State Normal School until 1921, when it officially became the San Jose State Teachers' College. During this year it was also authorized to grant bachelor's degrees. In 1935, the school's name was changed once again, this time to the San Jose State College. It has been granting master's degrees since 1949.

B. Facilities

The main campus of San Jose State College is located close to the downtown area of the city. The campus is six blocks long, reaching from South Tenth Street to South Fourth, and three blocks wide, from San Fernando Street across San Carlos to San Salvador. The buildings show a variety of architectural styles, ranging from modern, high rise structures such as the one which houses the Political Science and Geography Departments and the Business School, to the ivy-covered Tower Hall where President John H. Bunzel has his offices, to several small, residential-type structures such as the one where the New College is located. In total, there are some 70 separate buildings immediately on campus, including six dormitories. The library is housed in three inter-connecting buildings; these have for some time been considered inadequate to the needs of students and faculty, and plans have been formulated for new facilities. As yet, however, these plans have not been implemented, and it is expected to be some three to four years before San Jose has a new library.

In addition to the main campus, auxiliary facilities are located at three different sites. The south campus contains the football stadium, track and field houses, tennis courts, and married students' housing. The north campus, which is adjacent to the Municipal Airport, houses the aeronautics program and test cells. San Jose State and four neighboring colleges jointly administer the marine laboratory facilities at Moss Landing on the Pacific Ocean.

C. Staff

According to data from the 1970 Higher Education General Information Survey (HEGIS), which is the latest complete information available, San Jose had a total FTE (Full-time Equivalent) staff complement of 1,327.79 during that year. This included 1,186.98 FTE senior faculty members, 29.06 FTE junior faculty,[1] 25.0 general administration and institutional services staff, 48.5 library staff, and 35.25 other FTE professional employees.[1] Approximately 59% of the full-time faculty members hold doctoral degrees, while 5% have a bachelor's degree or less.

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[1] According to Mr. John Montgomery, Director of Institutional Research at San Jose, the surprisingly low figure for junior staff is partially explained by the fact that many of the "full-time" personnel counted in this category are graduate assistants, who count for only 1/4 FTE each. The HEGIS data actually list 100 full-time and 68 part-time personnel in the junior staff category.

More recent figures were supplied by the school's Personnel Service for minority employment at San Jose State College. According to their data, which were for the end of calendar year 1971, there were 1,151 faculty members employed in the college at that time. Of these, 2.69% were Mexican-Americans, 2.43% were Blacks, 2.51% were Orientals, and 1.39% were in "Other Ethnic Groups." Professional and administrative staff members totaled 149, of which 2.01% were Mexican-Americans, 4.02% were Blacks, and 5.36% were Orientals. (More information on minority group employment at the college is presented in Chapter II, Section D. of this report.)

D. Student Body

The Spring 1972 Report from the office of Institutional Research at San Jose showed a total of 18,976.3 FTE students enrolled in the college. Of these, a total of 17,304.2 (91.2%) were undergraduates. The majority of students enrolled at San Jose State are California residents; a report to the Federal Department of Health, Education and Welfare entitled "Residence and Migration of College Students: Fall 1968" indicated that 96.8% of all students enrolled at San Jose State during that year were from California. (The state making the second highest contribution to the total college population was Hawaii.)

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[1] It is important to note that these figures are for Full-Time Equivalent (FTE) staff, and are thus much lower than an actual "body count."

As is shown in the table below, enrollment for almost all minority groups (except American Indians) has shown a very gradual but steady increase over the past three years. However, the Fall 1971 figure for Mexican-American enrollment indicates that the proportion of Chicano students (5.6%) does not nearly approximate the proportion of Chicano residents in Santa Clara County (18%) or, for that matter, in California as a whole (15.6%). Special efforts to remedy this situation are being made by members of the college's Equal Opportunity Program (EOP) for Mexican-Americans, who are presently recruiting Chicano students in the local high schools.

	Spring 1969		Spring 1970		Fall 1970		Fall 1971	
	#	%	#	%	#	%	#	%
Mexican-American	492	2.3	437*	1.9	1123	4.6	1340	5.6
Black	395	1.8	562	2.4	828	3.4	1088	4.5
Native-American	148	0.7	178	0.7	342	1.4	280	1.2
Asian-American	723	3.3	967	4.1	1457	5.5	1728	7.2

*this figure is misleading, since there were 556 Mexican-American EOP students during the spring 1970 semester.

San Jose State College Minority Group Enrollment, 1969-1971

E. Budget

The most recent budgetary information available for San Jose is from the end of FY 1971. At this time, the college's total budget was $36,569,237. The great majority of funds came from the State Government: $26,775.237.

Federal funding came to a total of $2,550,881. Student tuition and fees added a total of $5,045,195. The next largest source of monies was listed as "Other Sponsored Programs," and came to a total of $3,310,767.

Expenditures came to a total of $40,698,565. The greatest single expenditure was for instruction and departmental research: $22,641,088. Student aid grants totalled $1,755,416. Auxiliary enterprises, including housing and food services, came to $1,906,578. Capital outlay (purchase of equipment, purchase of land and buildings, construction) came to $880,115.

II: THE CURRENT SITUATION AT SAN JOSE

A. The Governance/Power Structure

The following section will deal almost exclusively with the internal administration and power structure at San Jose. Needless to say, all decision-making activities which take place within the university are affected to varying degrees by the fact that the institution is, in fact, part of a large and complex statewide system. Thus, no actions which critically affect the institution can be taken without the review and/or approval of various figures at the state level, whether they be the Chancellor, the Governor, members of the State Department of Finance or the Board of Trustees, or a combination of these. However, these influences will be considered in detail in Section E, of this Chapter, entitled "Relations with Other Agencies and Institutions," while this Section will concern itself with how campus affairs are regulated internally.

A recently published book entitled The Invisible Giant[1] provides a comprehensive report on the structure, operations, and problems of the California State College System. Chapter 13 of this book, "Changes in Governance at a College," is in fact a case study of the shifts in governance which have occurred at San Jose from the 1920's up to the beginning of the present decade. This chapter traces San Jose's progression from a virtual "dictatorship" under President T.W. MacQuarrie (who served from 1927-1952) to a "tripartite" system in which administrators, faculty and students share decision-making powers to some extent.

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[1] Donald R. Gerth, James O. Haehn and Associates, An Invisible Giant (San Francisco: Jossey-Bass Inc., 1971).

J. M. Walker, the author of Chapter 13, has devoted part of his discussion to the system of cooperative decision-making and governance which was established under President Robert D. Clark (1964-1969), and which Walker refers to as a "collegial bureaucratic system:"

> "In such a system administrators, and in particular the president, seek the approval of the faculty before action and rarely act in the face of disapproval. The faculty also formulates proposals for action by the responsible administrator. The faculty may also execute decisions and formal structures are established to incorporate such faculty participation. One such is the department acting as a whole. This becomes the core unit of collegial relationships, and departmental decisions, based on peer judgments, are given great weight throughout the college...Faculty committee systems are established in schools and departments and the major college-level unit is the academic council. Comprised of both administrators and faculty, it considers and develops policies for final approval by the president. The college committee system is subordinated to the council.[1]"

This structure, with some modifications and additions, has continued to operate at San Jose until the present time. One notable change in the Academic Council has been the addition of student representatives.

> "From 1967 through 1970 student leaders ranging from leftist to conservative...volunteered to serve in governance, mobilized other students, and maintained continuous pressure for incorporation of students into academic governance...Once top administrators and some faculty leaders had accepted the legitimacy of student participation in governance, they were ready to join with responsible student leaders in attempts to deal with crises...Coalitions of top administrators, faculty leaders, and student leaders emerged.[2]"

Three Academic Council seats were given to students in 1968, and this number grew to eight. Mr. Walker indicates that the number was again increased in 1971, to bring the total to 12 student representatives,[3] but interviews with Dr. Hobert Burns, Academic Vice-President, and with Dr. Joachim Stenzel, Chairman of the Advisory Council, indicate that the Council only has eight student representatives at this time. This discrepancy is possibly attributable to what some respondents see as a decrease in student activity in campus politics. One respondent noted that it is often difficult to get student representatives to attend Council meetings, and several more made reference to what they termed current student "apathy," although other faculty members interviewed expressed the opinion that student interest in college governance activities had only "cooled down" temporarily, and would eventually revive.

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[1] *Ibid.*, p. 185.

[2] *Ibid.*, p. 186.

[3] *Ibid.*, p. 187.

With or without student participation, the Academic Council continues to function in several important roles. Since there is no local Faculty Senate[1] the Council serves as the major vehicle for "... consultative participation by the faculty in the administrative decisions of the College President."[2] Currently composed of 31 faculty members (elected by the faculty), 8 students (elected by the student body), and 20 administrators (automatic members by virtue of their positions), the Council makes recommendations on policies and procedures relating to curriculum, teaching conditions and quality, faculty development, fiscal matters, student affairs, grievances, etc. Its members compose nine Standing Policy Committees, including, for example, the Budget and Plant Committee and the Curriculum Committee; twenty-four Operational Committees, including the Academic Fairness Committee and the Research Committee; and six Special Agencies, including the Athletics Board and the Grievance Panel.

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[1] There is, however, a statewide Academic Senate for the colleges, see Section E. of this Chapter for a discussion of the role of this body.

[2] San Jose State College Staff Reference Book, 1971; p. 10

Even with this apparently powerful vehicle for faculty participation in decision-making, responsibility for all major actions within the institution seems to rest with the upper-level administration. According to one respondent, moreover, there is some feeling on campus that the administration is beginning to take a stronger role and that the Academic Council is beginning to lose a degree of power; however, no specific details to support this statement were furnished. In any event, the relatively high turnover in the upper echelons of the college administration (San Jose has had three Presidents and several Vice-Presidents during the past ten years) coupled with constantly shifting financial and political pressures outside of the college, can be expected to change the nature of San Jose's internal governance/power structure, perhaps radically, within the next decade.

B. Programs

San Jose State College is comprised of nine different schools, including: Humanities and the Arts; Natural Sciences and Mathematics; The Applied Sciences and Arts; Education; Engineering, Business; College Services; Graduate Studies; and Undergraduate Studies. Within these schools, almost 100 different disciplines are taught, ranging from Urban Planning to Physical Education to Educational Administration to Linguistics. It is obviously impossible, within the brief space available here, to give adequate attention to all of the various programs within these schools and disciplines. Therefore, we have chosen to discuss three different types of programs at the college which are not only innovative and interesting, but which also represent trends in higher education that could have a significant effect on manpower and training needs in the nation's colleges and universities. Each of these programs operates at a different level in relation to San Jose itself. The first, in which the college as a whole participates, is the NASA-Ames Consortium. The second, which operates within the institution as a separate entity, is the New College. The third is currently operating only at the departmental level, but shows promise of soon being adopted by other departments throughout the college; this is the Audio-Tutorial Program in the Biology Department.

The NASA-Ames Consortium is made up of 19 Institutions of Higher Education, including public and private college and universities. Although ten of the participating IHEs are in California (including four campuses of the University of California and three of the California State Colleges), members are located as far away as Hawaii (University of Hawaii); Louisiana (Tulane University); Alaska (University of Alaska); and New York (Syracuse University). The agreement under which the consortium operates stems from the legislative act which originally created NASA, and which calls for public dissemination of NASA knowledge and activities. A wide variety of interchanges are permitted among the member institutions and the NASA-Ames Research Center, which is located at Moffett Field, California. For example, the facilities and equipment at the Research Center may be used for research purposes by member institutions, and NASA-Ames personnel may serve as instructors at the schools. In addition, participating institutions may work together with NASA-Ames on joint research projects.

The arrangement is particularly beneficial to San Jose State, since the college is located so close to Moffett Field, and the interchange between NASA-Ames and San Jose is continual. For example, NASA personnel frequently give lectures to San Jose students, and at present the college has 47 students in work-study at Ames; internship arrangements have been set up between NASA's Office of Public Information and the Public Communications and Journalism Department at San Jose. (NASA has also donated one of its F-100's to San Jose's Aeronautics Department.) The interchanges brought about through the consortial arrangement have thus expanded the college's instructional resources in several instances.

The New College at San Jose State, which has been in existence for four years now, operates as a separate entity within the institution, and has its own Provost and teaching staff. However, students receive their degree from San Jose State, and are required to take at least 30 course units in residence at that institution. One of the primary aims of the New College is to reestablish smaller units of instruction which will provide a close community feeling among students and faculty (the "cluster college" concept); thus the New College combines the advantages of a smaller school with the ability to use the facilities of a larger institution. The first two years at the New College are devoted to interdisciplinary studies; in the freshman year, for example, courses focus on the "nature of man," as seen from three different viewpoints: the Humanities and Arts; the Social and Behavioral Sciences, and the Natural Sciences and Technology. Both lower- and upper-division courses include some lectures, but the emphasis is on seminar-type instruction. In the junior and senior years, students design their own program in a specific area; this program usually includes a considerable amount of work in the community. (For example, New College students may serve as counselors at Juvenile Hall, or work in homes for disturbed children. While students are working in the community, they usually meet on a weekly basis with their faculty supervisor at the New College. During this time, no traditional exams are given, and reports from employers often make up part of the students' evaluations. After completion of a senior thesis or a creative project, the New College student is awarded a Bachelor of Arts Degree with a Special Major in Liberal Arts.

Obviously, courses of study such as the one offered at the New College are suitable only for certain types of students, and require a good deal of individual motivation on the student's part. However, the spirit of the school is very much in line with what appears to be a growing trend toward off-campus, "extended" education at the upper levels. (It is interesting to note that many of the New College students are older women who want to return to school after several years away from academia.) If institutions similar to the New College are indeed the "coming thing," a whole new type of educator will be required to staff them. Classes such as those which are offered in the lower divisions demand broadly trained seminar leaders with a "renaissance" bent, rather than more specialized lecturers. The way the upper-division course is run suggests the need for people with a community orientation, rather than "pure academics"; teachers must also be at ease working on a one-to-one basis with students in this setting. However, Dr. Harold DeBey, who is Provost of the New College, pointed out that it is not the college's intent to serve a purely therapeutic role, and that his staff must possess a special mix of talents not only for counseling, but also for supervision and instruction.

The Audio-Tutorial program has to date been implemented only in the Biology Department at San Jose State. However, similar programs are currently operating in mathematics, chemistry, art, and other departments in schools across the country. Essentially the program is a device which allows students to self-pace their own learning experience, while also freeing instructors for more personal interaction with classes. The learning laboratory is divided into small individual booths, each of which is equipped with a tape playback machine, a film viewer, and various reading materials. Larger displays are set up on central tables in the lab. Detailed instructions for what the student is to observe, read, perform, etc. during each weekly course segment are prerecorded by the instructor and placed in the machine in each cubicle, and students are thus able to complete the segment at their own self-determined rate. (Someone, usually a graduate assistant, is in the lab at all times to answer any questions which might arise.) Each course segment is set up to require an average of approximately six hours for the normal student. Since the Audio-Tutorial Program is designed to combine both lecture and laboratory work, which normally require eight hours per week together, two hours are left for the instructor to spend with his class. Dr. Clifford Schmidt, who developed the program at San Jose with the help of the school's Audio-Visual

Department, uses these two hours to take students on field trips, talk to them about writing papers, etc.

The Audio-Tutorial Program, although not applicable to all types of courses, appears to hold excellent potential for innovative curriculum design in some fields. Students have reported that they highly appreciate the self-pacing aspect of the program, and instructors are generally enthusiastic about the possibilities it offers for more personal interaction with classes. Nevertheless, such a program obviously requires the development of certain new skills on the instructor's part. He must be familiar with the operations of the various audio-visual devices involved, and with how to prepare materials for their use. He must also be able to map out a course sufficiently well so that the student understands exactly what is required of him, and so that the majority of his questions concerning each course segment are answered. Finally, the instructor must be aware of the approximate amount of material which can be included in each six-hour segment.

C. Faculty and Other Personnel

1. Personnel Policies

The standards for recruitment, retention and promotion of both administrative staff and faculty at San Jose have arisen from a combination of regulations established by the California State Colleges and directives developed by the Academic Council. Recruitment of faculty is performed on a departmental basis, by committees consisting of faculty members elected by the tenured faculty of the department. In view of the necessity for a reduction of 67 faculty positions which arose this past year (discussed in more detail below), recruitment is a fairly low-priority issue throughout the institution at this time. Initial appointments to the faculty are of two types: temporary and probationary. Temporary appointments may be either on a part-time or full-time basis; neither leads to tenure. Probationary appointees are considered to be on a "tenure track." Tenure decisions are made during the fourth year of service (except for those appointed as full professors, for whom the decision is made during the second year); thus the fifth year for a probationary appointee will either be his first year of tenure, or his terminal year. Persons on probationary status are evaluated yearly by the Retention Committee in their department.

Promotion at this time is a matter of some concern at San Jose. According to a regulation established by the California State College Trustees, the number of associate and full professors at any college in the system cannot exceed 60% of the total faculty. Several years ago, San Jose managed to get approval to extend this limit to 65%. However, in that last year's loss of 67 faculty positions which affected primarily junior faculty, the balance between junior and senior staff, which had formerly stabilized at approximately a 38/62% level, was upset. San Jose has as a result reached a ceiling for senior staff, and few if any promotions will be possible within the near future. Needless to say, although both administrators and faculty understand that this situation was for the most part unavoidable, the lack of opportunity for advancement in the near future has been injurious to faculty morale.

2. Staff Turnover

Despite the aforementioned dissatisfaction with the situation regarding promotion, there has been very little voluntary turnover among faculty at San Jose. This can in great part be attributed to the current situation in the job market. People at San Jose are well aware of the "glut" of Ph.D.s in the academic market, and few are willing to give up the security of an existing job under these conditions. Moreover, the majority of faculty members interviewed seemed satisfied with general teaching conditions at the school, despite problems of promotion and of salary. (The latter problem will be discussed below in Section D., "Current Problems at San Jose State College.")

Ironically, the low turnover among tenured faculty members has been the cause of some concern among administrators. The tight hiring situation currently in effect at San Jose makes it difficult to hire many additional people, and departments must often wait until a staff member vacates a position in order to bring "new blood" into the college. (Several proposals have been set forth to help ease this situation, among them a plan which would make early retirement -- around the age of 55 -- more attractive. However, plans such as this require funds which are simply not available at present.)

If the college is currently having any problems involving voluntary terminations on the part of the faculty, it is in relation to minority group members. As one administrator pointed out, it is still relatively hard to find highly qualified minority group members for upper-level staff and administrative positions, and it is even harder to retain them, since such people often get attractive offers for better-paying jobs from other schools and universities. Several minority group faculty and administrators have left San Jose State over the past few years, and some difficulty has been encountered in replacing them.

Turnover among upper-level administrators (as opposed to faculty) has been relatively high over the past several years. Since 1964, the college has had three different Presidents: Robert Clark from 1964-69; Robert Burns, Acting President from 1969-70; and the current President, John H. Bunzel. There has also been a fairly high turnover among the College's Vice-Presidents: within the past three years, two Acting Academic Vice-Presidents have left for posts at other institutions, and one Executive Vice-President has left as well. At least one upper-level administrator pointed out that the problem caused by such rapid changes in administration are exacerbated by the fact that the College administration is chronically understaffed to begin with.

Despite the fact that voluntary terminations among faculty have been relatively low overall, San Jose did suffer a net loss of 67 faculty positions last year. The loss becomes even more significant when one considers that previous to this year, the College had been hiring an average of 100 new staff annually. The necessity for cutback arose when it became evident that the school would not meet its budgeted FTE (Full-Time Equivalent) student enrollment for 1971, as projected by the State Chancellor's Office. Several theories have been advanced as to the reasons for this drop in FTE student numbers, and these will be discussed below and in Section D. of this Chapter. However, whatever the causes of reduced FTE enrollment, the result was the same: the College, which is currently operating on a straight FTE student/faculty ratio of 18.9, was forced to decrease its faculty.

The necessary cutbacks were effected in a number of indirect ways: for example, retiring faculty were not replaced, and a considerable number of temporary faculty and staff were not rehired. Among this latter group were graduate assistants and educational specialists such as aduio-visual personnel. (The Audio-Visual Department lost a total of eight staff.) One of the immediate effects of the staffing cutback was thus to reduce the amount of infra-structure support available to full-time and tenured faculty.

In order to make up for staff losses, departments were asked to "tighten their belts," and not to open new sections, or to offer fewer elementary courses which essentially duplicated those offered in upper-level high school classes. However, according to at least one Department Chairman, these maneuvers may lead to a situation which has serious long-range implications for the institution, and which he referred to as the "domino effect in institutional erosion." That is to say, as the range and number of courses becomes smaller, students find themselves unable to get their "first choice" in courses, and some are unable to even enroll in certain popular (and therefore crowded) sections; as a result, students either elect or are forced to take lighter course loads during the year. Since FTE numbers in the California State Colleges are determined by the number of credit hours assigned to students, the students' lighter course loads mean that, by technical definition at least, the institution has fewer FTE students (although in fact it may have the same number of "bodies" on campus). Fewer FTE students in turn means that the institution can employ fewer faculty, and so on in the proverbial "vicious circle."

In any event, the compensatory measure taken by various departments within the institution have prevented the loss of 67 faculty positions from having any immediate deleterious effect on the quality of teaching at San Jose. The Governor's fiscal 1973 budget promises to return many of the faculty positions lost last year and moreover, the San Jose State administration, which was caught somewhat by surprise by the enrollment drop last year, is now better prepared to foresee such problems in the future and plan for them. However, if the rate of enrollment continues to decrease perceptibly, and there are those in both the faculty and administration who predict that this will in fact occur, the effect on manpower needs at San Jose will probably become fairly pronounced within the next decade.

3. Staff Development

Traditional types of staff development at San Jose have included creative leaves and sabbaticals (which, unfortunately, have been cut drastically by the State Legislature), and various workshops and seminars held campus-wide or within individual schools or departments. In addition to these, a number of activities in the area of staff development have taken place at the college over the past few years, and at least one significant effort is planned to begin during the next academic term (Fall 1973).

Included among the on-going staff development activities for faculty are those relating to San Jose's TTT (Training Teacher Trainers) Project, which has been funded by the Federal Office of Education for four years beginning in February of 1969. The majority of TTT monies have been used to develop innovative projects within San Jose's School of Education, which wrote the proposal for funding. TTT projects have included seminars and institutes not only for staff in the school of Education, but also for elementary and secondary school teachers from surrounding school districts, for San Jose City College faculty, and others. One of the main products of the TTT program is a Teacher

Education Model for pre-service and in-service training, which is to be field tested in 1972-73.

TTT monies have also generated one project that was designed for the participation and benefit not only of School of Education personnel, but also of the staff and students in other departments and schools at San Jose. This project, entitled the Interdisciplinary Faculty-Student Institute (IF-SI) was primarily intended to stimulate the development of innovative curricula and teaching methods within the entire College, and to instill an interest in the teaching profession in students outside of the School of Education. Beginning in September of 1969, seven professors and nine students participated in a series of workshops and seminars led by Dr. J. Richard Suchman, Director of the Ortega Park Teacher's Laboratory. According to one brochure describing the program,

> "The purpose was to examine current learning conditions, assumptions about teaching and learning, and teaching practices at San Jose State. Professors and students, working in pairs, began exploring new ways to help students get what they want from their college courses... The seminar group began experimenting with ways of creating better communication and more open and trusting relations between students and faculty."

During the Spring 1970 semester, an additional 22 faculty members and 47 students joined the group. Seminar groups, led by faculty-student teams from the core group, continued to explore teaching and learning in higher education. In addition, monthly meetings at the Ortega Park Teacher's Laboratory continued as in the first semester. In addition to studying possibilities for new teaching and communication techniques between students and faculty, participants critiqued strategies which were being implemented by various members of the group. Thus, for example, one faculty member in the Biology Department who was beginning an experimental Audio-Tutorial Program in his botany classes was helped to elaborate his ideas for this innovative teaching method.[1]

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[1] See Section B of this Chapter for a description of the Audio-Tutorial Program.

Participants in the IF-SI generally felt that it was a worthwhile experience. After the initial semester, one teacher-participant was quoted as saying, "The semester was an opportunity to express my ideas about the educational process, the teacher-student relationship, etc., and to hear the responses and ideas of others who were not my own students. At the same time, a student remarked, '...I began to appreciate more fully the role of the teacher and especially how communication (including feedback) and trust are vital to a successful learning experience.'"

Unfortunately, IF-SI activities have now been phased out, due to gradual decreases in Federal TTT monies. However, other aspects of the TTT Project are continuing within the School of Education, and it is hoped that these can be institutionalized to the extent that they will be able to continue after Federal funding has run out in 1973. One of these programs, for example, is a Learning Resources Center located at San Jose State which provides individualized learning packages to be used for all pre-service and in-service teaching education within the college's service area. Current plans are to develop this center as a coordinative mechanism between San Jose State and the three public school districts in its service area, each of which will have its own "Teacher Education Center." Key personnel (including both faculty and administrators) from San Jose State, San Jose City College, and the cooperating public schools are also being trained to work in the Teacher Education Centers in order to implement the Teacher Education Model developed through the TTT program.

Another comprehensive effort in the area of faculty development which is due to start up at the beginning of the 1973 fall semester is the San Jose State College Office of Faculty Development. The idea for this Office was developed by the College's Improvement of Instruction Committee around May of 1971. This committee then drafted a series of proposals detailing the expected goals and functions of such an office. According to a supplementary funding proposal submitted to the California

State Colleges' Chancellor's Office in May of 1972,

> Briefly stated, the functions of the Office of Faculty Development would be to assist the faculty in their professional growth as teachers, and in particular, to motivate a significant portion of the faculty, through a system of rewards and incentives linked to the process of promotion, retention and tenure, to improve instruction. A second important area of concern would be the development of a system of post-tenure review. The positive benefits to The College, especially in terms of improving teaching effectiveness and morale, are self-evident. The need for such an office is further realized in view of the trends toward accountability and cost effectiveness as well as the general economic recession and the reduction of expenditures for education.

More specifically, the Office is intended to contribute to faculty development and improvement in three ways. First, it would be responsible for individual faculty development through activities such as helping individual faculty members obtain released time, and assisting faculty in developing and documenting methods for evaluating their teaching and/or instructional innovations. Second, the Office would make its services available to entire departments upon request; such services would include assistance to departmental hiring, retention, tenure and promotion committees, and aid in meeting PPBS requirements. Finally, the Office would be responsible for developing outside resources, particularly through research proposals, in the area of higher education and faculty development; for example, the Office would attempt to stimulate on-campus experiments in educational practices which might have wider applications within the institution, and it would develop and administer procedures for evaluating instruction.

The Academic Council approved the Committee's final proposal in December 1971, and it was likewise approved by President Bunzel in January of 1972, although the President accorded approval only with the understanding that the College alone would not be able to provide adequate financial support for the Office by the Spring of 1972, which was the proposed start-up time. However, President Bunzel did appoint a "blue ribbon" Future of Education Committee, which "...moved unanimously to endorse with enthusiasm" the supplementary funding proposal for $44,124 to Chancellor Glenn Dumke's Office. There seems to be a good chance that the proposal will indeed be successful, since Governor Regan's budget for FY 1973 includes $900,000 for faculty development in the State Colleges. However, no word has yet been heard on this matter.

As can be seen, various segments of the college community have been fairly active in the area of faculty development. It would appear that efforts in the area of administrative development and training for various special needs have been somewhat less ambitious (or at least less well-defined). However, at least one activity, a seminar in computer-based management techniques, is planned for Department Chairmen and other administrators next fall.

D. Current Problems

A few of the problems faced by San Jose State College, (e.g., those involving staffing cutbacks) have been touched upon in preceding sections of this report. Needless to say, there are many more. However, for the sake of brevity, we will confine the discussion here to three problems which appear to be highly significant for San Jose State, according to the responses of various faculty and administrators. The problems mentioned most frequently include the questions of minority employment, student enrollment, and budgetary matters.

As was briefly discussed in Section C. above, the issue of minority employment is currently gaining prominence at San Jose State College, some of which is probably due to the requirements of the Federal Affirmative Action plan. Relative to other institutions in the country, the statistics for minority employment at the school show it to be fairly well advanced in this area: as of the end of calendar 1971, there were a total of 104 minority members in a faculty of 1,151, including 31 Spanish-surnamed, 28 Blacks, 29 Orientals, and 16 "Other."

Out of a total of 149 professional staff, there were 17 minority members, including 3 Spanish-surnamed, 6 Blacks, and 8 Orientals. Minority members thus make up 9.03% of the faculty and 11.3% of the professional (administrative) staff. These figures compare quite favorable against those for IHEs across the country; however, several respondents expressed the opinion that there was much more to be done in the area of minority recruitment, retention, and promotion at San Jose State.

Many of the minority members at San Jose are employed in the several College programs which are directed toward or involved with minority groups. These include a Black Studies program; an Asian-American Studies program, a Master's Degree in Social Work which emphasizes work with Spanish-speaking population; a Mexican-American Graduate Studies program, and two Equal Opportunity Programs (EOPs), one each for Black and Mexican-American Students.[1]

Unfortunately, minority groups appear to be somewhat less well represented in other schools and departments at San Jose State. The School of Education, for example, appears to have had problems in retaining minority staff: according to one respondent, one department within the School has lost all four of its Chicano staff members over the past four years. At present, the entire School of Education employs two full-time Black faculty members, and four full-time Mexican-Americans.

Opinions as to the reasons for various departments' inability to recruit and/or retain professional minority staff differ, as might be expected. A number of respondents expressed opinions to the effect that the main problem lies in the relative paucity, throughout the country, of minority members who are qualified to perform upper-level faculty and administrative tasks at this time. This makes those minority members who do possess the necessary qualification "prime target" for attractive job offers from other schools; in point of fact, several Black and Chicano staff members have left San Jose within the past few years to take higher-level and/or better-paying jobs at other institutions. On the other hand, other interviewees felt that, while many departments at San Jose are carrying on active minority recruitment programs, hiring policies are sometimes less liberal. One respondent suggested that part of the problem lies with certain departments' unwillingness to waive strictly traditional hiring policies for competent minority applicants who lack the formal qualifications needed for certain jobs.

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[1] Equal Opportunities Programs are funded by the state as counseling and tutoring programs for disadvantaged minority students; they are staffed primarily by upper-division students as work-study placements.

It would appear that, overall, the majority of administrators at the college have generally good intentions with regard to minority employment. This is supported by San Jose's fairly high proportion of minority staff as compared with many other institutions across the nation. However, past efforts which have brought minority employment to its present level at the college must now be followed by increased efforts to develop resources which will respond to the present shortage. Moreover, if San Jose is to remain competitive with other institutions in the area of minority hiring and retention, consideration may have to be given to modifying recruitment policies in favor of competent persons who lack the traditional formal qualifications for employment in various capacities.

A second problem which is currently facing San Jose (and its sister colleges in California) has to do with student enrollment. According to figures published by the Chancellor's Office in March of 1970, the average annual growth rate for FTE enrollment at San Jose State from 1961 through 1970 was 4.5%. On the basis of available figures, an FTE enrollment of 20,400 was projected for the college in 1972. However, actual figures for the spring of 1972, as published by the Office of Onstitutional Research at the College, show that FTE enrollment was only 18,976.3. The decrease in enrollment apparently took both the

Chancellor's Office and the administration by surprise, and forced the college to decrease its faculty by a total of 67 positions, as has been stated above.

Part of the decrease can be attributed to reduced course loads being taken by students, which in turn reduce the college's FTE figures. According to Mr. John Montgomery, Director of Institutional Studies at San Jose, the average unit load taken by students has dropped by approximately 0.7 hours (from 11.9 to 11.2) since the fall of 1970. As has been explained above, this means that the FTE for the College has also dropped.

However, the decrease in FTE is not limited merely to a decrease in course loads; there has also been a significant downtrend in sheer numbers of students enrolling at the College. Last year, for example, Mr. Montgomery pointed out that 150,000 applications were expected; however, only 90,000 were in fact received.

Theories as to the reasons for the decrease vary. One respondent speculated that it might have to do with the fact that San Jose has historically been overcrowded and in past years has had to turn away a considerable number of applicants. He believes that this history of rejected applications has discouraged students from applying to the college, although at this point overcrowding has in fact become a myth. Other respondents at the College seemed to feel that the trend has more deep-seated causes, ones which are operative at the national level, and will eventually effect colleges and universities all over the country.

According to a report in the April 1972 issue of the magazine Change, the National Research Council six months ago found that 3% of all new Ph.D.'s in engineering, mathematics, and the natural and social sciences were unemployed or not using their graduate training appropriately. (The market for elementary and secondary school teachers also seems to be reaching saturation.) Figures such as these have received widespread national publicity, and may in fact be causing many high school students to have serious doubts about the purposes, and ultimate value, of a degree from a four-year liberal arts college. Many graduating seniors appear to be opting for training in technical-vocational schools, while others are favoring community colleges which are less expensive and closer to home than the traditional four-year institutions. The situation regarding the draft has also changed, causing a decrease in the number of "involuntary college students" who were enrolling several years ago.

In addition, the current economic situation in the country is undoubtedly having a pronounced effect on the number of students who can afford four years of study at an Institution of Higher Education. Moreover, fiscal problems within the colleges themselves have in many cases reduced the amount of financial aid available to students in various forms. At San Jose State, there have been (or will be next year) cutbacks in funds available for student loans and for work-study programs.

Actions have already been taken at San Jose which will hopefully counteract these trends, at least in part. Recruitment of students, which was practically non-existent several years ago, is becoming increasingly active. According to one upper-level administrator, attempts are also underway to shift the student mix within the college to bring in more freshmen (as opposed to transfers from two-year colleges). New and "more relevant" courses, such as degree programs in paramedical and environmental studies, are being designed which will hopefully attract more career-minded young people.

At this time, there are few viable ways to accurately predict whether the trends in college enrollment will continue as they are, or will reverse themselves. However, if the former occurs, and if programs such as the College-Level Entrance Program (CLEP)[1] are actually instituted, it would appear that the future of institutions such as San

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[1] CLEP is a program which can potentially reduce the amount of time needed to obtain a degree, by granting as many as 30 credits to entering freshmen through placement tests.

Jose State, including their future needs for manpower, will be radically altered from what was predicted just a few years ago.

Problems of minority employment and student enrollment are, as has been indicated, matters of serious concern for administrators and faculty at San Jose. However, when questioned as to their "choice" for the most serious problem facing the institution today, most respondents agreed that fiscal matters were of utmost importance. Budgetary problems at San Jose cannot be simply defined in terms of "insufficient funds," although this question is of course of primary concern. In point of fact, the fiscal problems facing all of the California State Colleges are quite complex, and to a great extent are defined by the place of the State Colleges within the tripartite system of higher education in California.

A quite thorough discussion of the budgetary difficulties engendered by this system is presented in Chapter 6 of An Invisible Giant, which is entitled "Problem of Money." One of the major points made in this Chapter is that the University of California is in many ways the "favored son" within the system. In addition to the fact that the University is considered one of the best in the country (and it is to the advantage of legislators to maintain the University as a source of pride for the citizens of the state), the constitutional entity of the University protects it to a great extent from the whims of the legislature. According to George Clucas, the author of Chapter 6,

> "Clearly, specific provisions in the California constitution have served both the university and the community colleges well. Lacking constitutional status, the state colleges find themselves on dead center. The university receives significant amounts from the federal government and from private endowments while the community colleges realize more than half of their support from local tax sources. The state colleges remain a state agency and must rely almost exclusively upon General Fund support. This historical precedent weighs heavily against the state colleges, who find themselves not unlike an underdeveloped nation with a single-crop economy."[1]

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[1] An Invisible Giant, p. 80.

The author expands on the question of private and Federal monies later in the chapter, pointing out, for example, that although precise data on private endowments to the State Colleges and community colleges are not available, "...it is not likely that the combined totals would reach 5 per cent of the university figures."[2] Moreover, the University, with its extensive research activities, is highly favored in terms of present and future Federal dollars. Until 1961, sponsored research was prohibited for the State Colleges, which were considered to be exclusively teaching (and, more precisely, teacher training) institutions. Thus it has only been for the past decade that the colleges have been able to draw a share of Federal research grants, and historical precedent continues to favor the University in matters of grant awards.

> "The liaison between the university and the federal government has permitted the university to become a truly great institution and this gravitational pull of federal dollars has been out of the purview and control of the state of California. Pride in the achievements of the university exists with an uncomfortable realization that neither the governor, the legislature, nor the Coordinating Council for Higher Education has been able to bring about significant fiscal equity in public higher education...The California state colleges are an 'invisible giant' when federal funds are distributed, and this invisibility is a basic problem which has been left dangling.[3]"

In addition to the problems engendered by its place in the California system of higher education, San Jose and its sister colleges are seriously strapped by the method in which state funds are awarded. That is to say, budgets for all the colleges are formulated on a line item basis, and transfer from one budgetary category to another is in most cases prohibited. The line item budget is, in the opinion of an upper-level administrator interviewed, "the most serious obstacle to higher education existing for the State Colleges today."

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[2] Ibid., p. 84.

[3] Ibid., p. 85.

Even the most detailed descriptions of the legal and political problems faced by the State Colleges do not serve to bring home their fiscal plight so well as the simple example of what occurred during the 1970 legislative session. In the last few days of this session, over $13 million in appropriations were lost to the colleges. This included complete cuts in cost of living increases for professors (while all state employees, including college presidents and college custodians, received such increases); reduction by half of all sabbatical and creative leaves for faculty; cuts of over 40 janitorial positions; and a reduction of $3 million in library allocations, among others. Needless to say, the first two items were particularly harmful to faculty morale, and did much to deteriorate the already tenuous goodwill between the colleges and the legislature.

E. Relations with Other Agencies and Institutions

1. Relations with the State Government

Section A, of this chapter, entitled "Governance/Power Structure," was devoted to a discussion of the various individuals and groups which influence policy, planning, and day-to-day activities at San Jose State College. However, as was pointed out in the introduction to that section, internal governance at San Jose, and at all of the California State Colleges, for that matter, has its limits. These limits derive directly from the fact that, both literally and figuratively, San Jose State College is indeed a "child of the State Legislature." Although it was created in 1957 as Minn's Evening School, a department of the San Francisco School System, San Jose has been controlled by the State since 1962, when it was designated as the California State Normal School by an act of the legislature. Since that time, it has been governed by a number of different bodies, but all of these have been directly responsible to the State.

In July of 1961, according to the newly-created California Master

Plan for Higher Education, the California State College System was established as one of the three separate segments of higher education in California, the other two being the community colleges and the University of California. These three segments are overseen by the Coordinating Council for Higher Education, a voluntary body composed of segmental and public representatives,[1] whose function it is to advise the Governor, the Legislature, and the segments. The Master Plan also created a Board of Trustees of the California State Colleges, whose members are appointed by the Governor, each for a term of eight years. The Board consists of 16 members, plus five ex officio members, including the Governor, the Lieutenant Governor, the State Superintendant of Public Instruction, the Speaker of the Assembly, and the Chancellor of the California State Colleges. The Board of Trustees is responsible for the selection of the Chancellor, who with Board approval appoints his own staff, including the Presidents of the 19 State Colleges. Thus, through a series of intermediary actors, the State Legislature is able to exercise considerable control not only over the general governance of the colleges, but also over decisions as to who will be responsible for their internal governance.

The State Legislature rejected the Master Plan recommendation that the structural changes creating the Board be incorporated in the State Constitution. Therefore, the colleges continue to be more subject to state governmental control than the University, which has constitutional status, and the community colleges, which are controlled primarily by local governments. The Legislature, then, is able to keep a fairly tight rein on the colleges. The situation is clearly delienated in chapter 4 of An Invisible Giant, which is entitled "Faculty Views of the Role of State Government":

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[1] The Council is currently composed of one representative from each segment, one representative from the private institutions, and six public representatives.

> "Besides exercising direct control over the annual appropriations process, the legislature...plays a critical role in shaping the general character of public higher education through the creation of statutes governing, among other things, capital outlay programs, faculty working conditions, student recruitment, and curriculum...Although the university and the state colleges have lay governing boards with broad authority to set policy and manage their respective systems, the legislature can and does intervene directly in the determination of administrative and educational matters. Besides amendments or additions to the state codes, legislative initiatives often take the form of constitutional amendments, resolutions, investigations, and specific control language attached to the annual budget bill specifying the conditions under which state funds are to be expended.[1]"

As the above quotation indicates, the most powerful vehicle for state control of the college system is the legislature's authority in fiscal matters. As has been pointed out in Section D of this Chapter, the entire System operates under a detailed line item budget, every portion of which is subject to scrutiny not only by budget analysts in the Department of Finance, but also by legislative analysts who report to the Joint Legislative Budget Committee. Each approved expenditure must be adhered to by the individual colleges, and there is little possibility for transfer of funds from one item to another, even when such transfers seem well justified to college administrators.

The budget cuts enacted by the legislature in 1970, and their effects on faculty salaries (which were described at the end of Section D, of this Chapter have done little to improve faculty relations with government, which have for some time been strained by other factors. Discussion in various portions of An Invisible Giant indicate that for a long while faculty in the state colleges have viewed California politics from what might be termed the upperstory windows of the proverbial ivory tower. This relative political naivete is well expressed by the statement that, "The scholarly community expects the state legislature to usually do nothing more than annually appropriate the financial resources to carry the research and instructional functions forward.[1] "

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[1] Ibid., p. 41.

However, recent events affecting the statewide Academic Senate of the colleges have done quite a bit to dispel the notion of academic autonomy among college professors. The conflict is particularly well-illustrated, interestingly enough, by declarations made in two different chapters of An Invisible Giant. Chapter 9 of the book, written by Jerome Richfield (Chairman of the Philosophy Department at San Fernando Valley State College) and entitled "Statewide Academic Senate: The Sound and the Fury," is devoted primarily to a discussion of the failure of the Academic Senate to function and/or to be accepted as a viable force in the governance of the State College System. This body was established in March of 1963, and assumptions at that time were that its members and their various committees would play an active part in decision-making affecting the college faculties. In other words, Senate members expected in time to share authority on certain matters with the Board of Trustees and the Chancellor. Various events in the following years gave evidence to the contrary, and the expections that faculty would be able to seriously influence the Board and Chancellor were almost totally destroyed, according to Dr. Richfield, when

> "At the September 1970 meeting the Board of Trustees of the California state colleges voted to eliminate the only vestige of faculty decision-making at the statewide level in the system. The newly created grievance and disciplinary procedures were changed on short notice to transform the decisions of the chancellor's review panel into mere advice to the chancellor. These changes struck so at the heart of any cooperation, of any shared responsibility, and of any process by which the profession could police itself that...most members of the academic senate...found themselves seriously considering dissolving

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[1] Ibid., p. 41.

> the senate, or at least adjourning *sine die*, rather than stand as nothing more effective than a buffer between the administration and the more militant faculty organizations calling for some form of collective bargaining.[1]"

It is interesting to compare the rather bitter disappointment reflected in these remarks with those made earlier in the book by Chancellor Glenn Dumke himself, authored Chapter 2, entitled "Chancellor of a Multicampus System." In discussing his relationships with the Senate, Chancellor Dumke states:

> "The senate attempted..to move into control of various administrative procedures. As time passed, however, the mood changed somewhat, and it is hoped that the senate will henceforth concern itself with those matters appropriate to faculty governance, which are very numerous and which for several years have been ignored in favor of controversial areas of lesser importance. Just as the chancellor should receive from the presidents their advice and counsel on matters of administration and general policy, so he should receive from the senate its opinions on policy matters concerning curriculum and faculty.[2]"

Obviously, interpretations of the role of the Academic Senate and its relation to state authorities differ. Indeed, if Dr. Richfield's predictions are accurate, the continued existence of the Senate itself is subject to question. Opinions among faculty members interviewed at San Jose State College were varied concerning the future of faculty interaction with state government. At least one younger faculty member predicted the eventual inauguration of collective bargaining procedures in faculty decision-making. According to this respondent, two statewide polls of faculty opinion, the last of which was conducted one year ago, indicated that 70-80% of the faculty in state colleges are in favor of some form of collective bargaining. The institution of such procedures is favored by the United Professors of California (UPC), a group affiliated with the American Federation of Labor and made up of approximately 25-35% of State College faculty members.

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[1] *Ibid.,* p. 111.

[2] *Ibid.,* pp. 26-26.

Another respondent expressed the opinion that the advent of collective bargaining would be delayed by the conservative faction in the college faculties, which far outnumbers the "activist faction" (particularly at San Jose State). Moreover, this respondent saw the movement supporting collective bargaining as "horribly disorganized at present." However, he personally felt that, given the continuation of the state colleges as a legislative entity, something like collective bargaining and unionization of faculty will have to come about. Several of the respondents who expressed doubts on the subject of unionization related their concern to the fact that unionization will, as one interviewee put it, "undoubtedly be lock-stepped with tenure," which to many appears to be a regressive move.

2. Relations with the Community

Up until the beginning of the 1970's, relations between San Jose State College and the community which surrounds it ranged, as one administrator put it, "from hostile to mutually ignoring." Even now, "town and gown" communications are relatively limited; however, thanks to an increasing sense of commitment on the part of college administrators and staff, this situation is in the process of improving.

The college has been located in the city of San Jose since 1871 when the State Legislature voted to move it from the San Francisco area. However, for a variety of reasons, the institution failed to establish itself during the ensuing years as a leader in community activities and improvement. Part of this failure is unquestionably due to the community itself. A significant number of respondents pointed out that many of the people in the community have what might be termed a "transient state of mind." This syndrome seems more common to California than other parts of the country, and essentially means that even persons who have resided in the area for a number of years still do not consider themselves permanent citizens of San Jose. This sense of impermanence and lack of community identification limit the extent to which some members of the community will engage in active, long-range support of local agencies and institutions like the college. (In fact, one respondent reported that the last time the college received any significant amount of nonspecific financial support from the community was during the college centennial some six years ago.)

In addition to those groups who have historically exhibited attitudes of indifference toward the college, there are other citizens who have been, to varying degrees, openly hostile toward it. Causes for hostility have ranged from deteriorating housing in the college neighborhood, which some blame on transient student occupancy, to reactions to student demonstrations of various sorts.

The College, for its part, has in the past done little to expand its communications with the city. However, several groups both outside of and within the institution are working to improve this situation. One of the most important of these is the San Jose State Advisory Board, which is made up of 13 of the city's leading citizens. The San Jose State Advisory Board, like the Advisory Boards of the other California State Colleges, is appointed by the State Board of Trustees. Its stated purposes is to advise the President in those matters of administration which involve relations with the community.

In 1967, President Robert Clark formed the "President's Council of 110," which, according to the college's 1971 Staff Reference Book, "...is a lay committee appointed by the President to help prepare and initiate the College's long-range Master Concept of the institution's role and place in the community and to provide advice and counsel on developing sources of private support for the institution." The primary function of the Council of 110, then, seems to be to serve as an interpreter of the college's goodwill in the community.

Several members of the Council of 100 also belong to the Spartan Foundation, a group of lay citizens whose function is to raise funds for college athletic activities. As a matter of fact, San Jose State's athletic program appears to be one of the strongest points of identification for the community; approximately $100,000 was raised from local citizens for athletics this year, and it is a great source of pride that San Jose's football team beat Stanford last year.

Other groups which contribute to improving college services to the community include the Institute of Business and Economic Research, which does a good deal of research for local agencies; the new Institute of Urban Affairs, which will soon be interacting with the governments of the city and of Santa Clara County; and the Advisory Council to the Dean of the Business School, which is made up of local businessmen.

Various members of the faculty and administration are also working to improve relations with the Mexican-American citizens in San Jose, who make up over 20% of the population, and to help intergrate Mexican-American citizens into the San Jose community. For example, faculty and administrators of the Mexican-American Graduate Studies Program this year have helped to form a group called the Institute for Spanish-Surnamed in Public Administration (ISSPA), whose purpose is to develop systems and systematized alternatives whereby Spanish-surnamed persons can be academically and professionally prepared to assume public administrative duties. A community-based corporation, ISSPA is intended to make local, regional, state, and (eventually) federal governments and institutions knowledgeable and responsive to the needs of Spanish-speaking communities. The program, which is one of the first of its kind in the country, has already placed five San Jose State students in internship slots in the city government. The students rotate through key departments in the city government, while also attending seven hours/week of classes at the college. The college pays 3/4 of their stipend, and the city pays the remaining 1/4. It is hoped that this program, which is currently operating on an experimental basis, will be continued by the city next year, and that the achievements of this year's students will help to increase the city government's willingness to participate in sorely needed programs of this nature.

By the admission of the majority of college administrators and faculty, San Jose State College still has a way to go in cementing relationships with the community. However, the efforts of President Bunzel and his staff, as well as those of his two predecessors, Drs. Clark and Burns, show considerable promise for achieving this goal in the coming years.

III: THE SCENARIO: TRANSITION FROM A STATE COLLEGE TO A STATE UNIVERSITY

A. Introduction

As previously stated, San Jose was selected for this Case Study because it is currently changing its status from that of a state college to a state university. The possible outcomes of such a transition are numerous, and some of them quite significant with regard to changes in manpower needs. For example, as the college completes the transition, it may begin to set up more graduate courses, and these in turn would require a higher proportion of Ph.D.'s on the faculty. Professional schools (e.g., law and medicine) may be created, and these too would require a different and more specialized faculty. Many people believe that universities attract a "different type of student", one who is interested in a doctoral degree, and therefore require a higher level of specialization; this must also have an effect on the type of faculty required by the new university. In many cases, the transition also implies an increased emphasis on research activities on the part of staff: this may involve not only a change in faculty orientation, but also an increase in the size of laboratory and library facilities. Again, staff with specific qualifications would be needed to maintain these facilities. Finally, the transition from college to university often leads quite simply to an expansion in the number of courses offered, and thus in the size of the overall staff (both teaching and administrative) of the institution. Naturally, expanded size often leads to more complex administrative needs; these could entail the increased use of computerized management techniques, which the institution's administrators would have to learn in order to employ them effectively.

The above are only a few of the more obvious changes that could be associated with a college's transition to university status. It was expected that the field team visiting San Jose would find some of these changes already taking place, with others planned for the coming decade. Moreover, both Abt Associates and the Office of Education assumed that San Jose would make a particularly interesting case study in regard to this particular scenario, given its position as a member of the California State System, a complex and very special example of higher education systems in this country.

The case study performed at San Jose State College, which is soon to become the California State University at San Jose, has indeed been interesting for a number of reasons, not the least of which is the fact that many of our initial assumptions about what we would find at San Jose required modification in the light of what is actually occurring there.

B. Background - History

The history of the transition officially began in 1968, when San Jose assemblyman John Vasconcellos introduced a bill in the California State Assembly to change the status of the California State Colleges to that of California State Universities. The rationale behind this move was simple enough: many of the larger and older colleges were already universities in everything but title. To quote once more from An Invisible Giant (which was written before the change occurred),

> In the decade following 1945, SJSC became a quasi-university. The mission of the teachers college was retained, but the primary goal was now an educated citizenry. Teacher-training programs lost ground as a greater diversity of academic subjects developed in a more rigorous manner. The sciences and liberal arts expanded. Master's degrees were offered, first in education (1946) and then in a variety of fields in the arts and sciences (1955). By 1956 a majority of students were in graduate or upper division programs... As the college became 'academically respectable,' many Ph.D.'s were recruited from the better graduate schools.[1]

Recent statistics bear these statements out: as of the Spring of 1971, the college listed more than 45 accredited graduate programs, ranging from Physical Education to Electrical Engineering and Urban Planning. There was a total FTE graduate enrollment of 3,387.3 at that time.[2] Over half of the faculty holds Ph.D. or equivalent degrees, according to the 1970-71 college catalogue. Moreover, the faculty has been actively engaged in research activities for the past decade, since such activities were authorized by the Donahoe Act (as a supplement and aid to better instruction, not as "pure research.") San Jose created its own Center for Research and Advanced Studies in 1965, and at the present time, according to one upper-level administrator, approximately 20% of the total faculty are conducting sponsored research programs. (No figures were available for independent research.)

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[1] Ibid., pp. 180-81.

Thus, the change proposed by Assemblyman Vasconcellos was purely "academic": the only thing needed to make San Jose a full-fledged university in every sense of the definition was a doctoral degree program. However, although Vasconcellos' bill passed in the Assembly in 1968, it was failed in the State Senate soon afterward. The failure was presumably due, at least in part, to the efforts of the University of California's lobby. There is little doubt that the University saw this bill as a threat to its position as "King of the Mountain" in California higher education. And in fact, at least one respondent at San Jose saw the change as an attempt to "clip the wings of the University," by showing that a university education could be provided to students at a much lower cost than is presently the case at the University of California. This would then support the argument that the rigorous budget imposed by the State Legislature on the State College/University system should be extended to the University of California.

After the failure of the bill in 1986, Assemblyman Vasconcellos turned support of the bill over to Assemblyman E. Richard Barnes of

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[2] The total number of students enrolled in the Spring of 1971 (as compared to FTE enrollment) was 6,085.

San Diego, who carried it through the Assembly two more times, only to see it fail in the Senate. Finally, on October 26, 1971, the Senate passed the Barnes Bill (AB 123) by a vote of 21-16, and the bill was approved in the Assembly again on November 17. It then remained only for Governor Reagan to sign the bill into law. The Governor, however, had his doubts. An article in the October 28 edition of the San Jose Mercury quoted him as saying that he could "...understand some state colleges that have reached the average university status wanting to have this (university) name." Still, he was concerned over possible competition which might arise between the State Universities and the University of California, and stated that he would prefer to wait for the results of a study being conducted by the State Coordinating Council for Higher Education on the matter. Nevertheless, thanks to the efforts of the State College's lobby in Sacramento, Reagan finally signed the bill on November 29, 1971, and it officially went into effect on March 4, 1972.

In actuality, these events have not made university status available to all colleges within the California State System. The bill included a stipulation that those colleges wishing to make the change must meet a number of standards developed and agreed upon by the Trustees and the Coordinating Council for Higher Education. These two bodies, working in concert, eventually decided upon a set of five criteria, four of which must be met by each college desiring to make the transition to university status. They include:

- Size, as measured by total number of individuals enrolled;
- Size of graduate programs, as measured by number of post-baccalaureate students or number of graduate degrees awarded;
- Complexity and diversity, as measured by the number of fields in which bachelors and masters majors are offered for the degree;
- Quality, as measured by the number of professional and academic programs accredited by national professional accrediting agencies;

- Quality, as measured by faculty possession of the doctoral degree in teaching fields where the doctorate is the usual terminal degree.

Only 15 of the 19 California State Colleges do in fact meet four of these criteria. (Those which do not include Stanislaus, Bakersfield, Dominguez Hills, and San Bernardino.) San Jose itself obviously has no problem, and on June 1, 1972, the institution officially became the California State University at San Jose. Ironically, however, other stipulations attached to the change may eventually have the effect of actually restricting some activities which might have normally developed within the institution over a period of time. According to a memo released by the Chancellor Dumke's office in February of 1972, and entitled "Proposed Criteria for Conversion of California State Colleges to University Status,"

> This legislation was predicated on a recognition that the California State Colleges are quality institutions which offer work through the master's degree with primary emphasis on the teaching function rather than on basic research and doctoral programs. Assurances were given both to the Legislature and to the Governor that the name change would not be a basis for seeking:
>
> 1. Any change in function;
> 2. Expansion of joint doctoral program or authority for independent research-oriented doctoral programs;
> 3. An increase in the level of support.

AB 123, then, not only implies, but practically demands that the transition be a nominal one only for San Jose State. The nickname which has been attached to it is thus quite appropriate; it is referred to as the "Name Change Bill."

C. Current State of the Scenario

1. Needs and Problems

Opinion on campus as to the meaning and value of San Jose's transition from a state college to a state university is mixed. In general, administrators seem to be pleased with the change. However, almost all respondents were quick to make one point: the institution does not wish to use the change as an excuse for the immediate creation of doctoral programs. A number of faculty members, in fact, expressed concern with the tendency of existing universities to produce doctoral "clones," who in turn are qualified primarily to teach other doctoral students. As one respondent put it, "The office of Education should be concerned most of all with the glut of a profession which has always believed that self-perpetuation is a primary goal, and which has lost awareness of the function of an academy as a leavening in society." Staff are well aware of the statistics on unemployment among current Ph.D.s, and of the problems which are therefore facing new and future doctors who continue to be graduated from university programs in considerable numbers. Moreover, several respondents stated that they felt Stanford and Berkeley more than satisfy the need for doctoral programs in the area, and that San Jose has neither the desire nor (at present) the capacity to compete with these institutions.[1] According to President Bunzel, the name change will not affect San Jose's commitment to its undergraduate and master's-level students.

It is important to note that other trends which have been discussed in previous chapters of this report also make it undesirable for San Jose to institute a large number of new graduate programs at this time (although at least two are planned for the near future, as will be discussed later in this Chapter). As was stated in Chapter II, Section D of this report, one of the main problems currently facing the school is a reduction in the number of FTE students, due both to a downward trend in freshman enrollments and to a decrease in the number of unit hours that individual students are taking. Graduate students rarely if ever take a full course load,[2] and therefore their presence on campus means only an additional number of "bodies," while doing little to increase the FTE enrollment needed to justify the hiring of new faculty. The current thrust at San Jose is toward the recruitment of more freshmen, and not toward extensive expansion in graduate fields.

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[1] The joint doctoral degree program with Berkeley has been approved for San Jose, but has yet to be funded.

[2] According to a report from the Office of the Dean of Graduate Studies and Research, the average unit load for graduate students in the Spring of 1971 was 716, down 0.6 from the Fall of 1970.

Aside from general agreement as to the inadvisability of instituting doctoral programs at this time, opinions regarding the name change are mixed. Those respondents who professed to be in favor of the change felt that at the very least it would produce a subtle and positive "change in expectations" about the institution on the part of present staff as well as on the part of outsiders. More specifically, the "pros" believe that university status will bring: (1) increased ability to attract talented faculty and "top flight" students; and (2) increased possibilities for attracting research monies from extramural sources.

Many respondents expressed the opinion that the "snob appeal" generated by the title of university may actually exert a good deal of influence in attracting high quality students and talented faculty to San Jose. In point of fact, Dr. James Jensen, the State Colleges' legislative representative in Sacramento, was able to collect a number of letters from large corporations stating that they gave preference to "university" as opposed to "college" graduates in hiring situations. It would thus appear that the name "university," with its connotations of broad research facilities and large percentages of Ph.D.s on faculty, might actually carry some clout; however, in reality this may mean little for an institution such as San Jose, which already possessed these assets when it was still a "mere" college.

It may also be possible that the name change will influence a change in research activities at San Jose as well. Although the school is, traditionally and by definition, dedicated primarily to a teaching role, research activities at the school have been expanding for the past decade. The 1970-71 Annual Report of the college's Center for Research and Advanced Studies listed a total of 86 proposals made for extramural funding of research activities; of these, 53 were successful, bringing in a total of $842,218. Staff involvement in research has also brought a good deal of new equipment to the school, including a radiology laboratory and an electron microscope. Computer capabilities for research at San Jose are due to increase this July, when a new 3150 CDC computer will be brought in to replace the one which served as the Northern Regional Data Center of the California State Chancellor's Office.[1]

Many faculty members favor increasing research programs at the school and do not believe that research will in any way interfere with the school's teaching mission; indeed, the majority of those who want to see research activities increased feel that this increase will improve teaching and will lend added prestige to San Jose, thus enabling it to attract better students and staff. Respondents pointed out that, given the fact that adequate facilities for research in many fields already exists on campus, the only stumbling block to increased research activities is lack of sufficient funding. As has been pointed out elsewhere in this report, San Jose and its sister colleges were permitted to make the transition to university status only with the explicit understanding that they would request no additional research funds from the State. However, many of those interviewed seemed to believe that the title of university would do much to improve San Jose's ability to attract research monies from other sources, including industry, foundations, and the Federal Government.

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[1] The Chancellor's two Regional Data Centers, formerly located at San Jose in the north and at San Fernando Valley State College in the southern part of the state, are being consolidated in the Los Angeles office. Prior to this year, San Jose and San Fernando Valley were the only two State Colleges which did not have their own "stand alone" computer facilities. In other words, the computers located at these two schools had to serve not only the needs of the individual campuses, but also were required to support the administrative needs of the Chancellor's Office and the other schools located at each end of the state. Dr. Burton Brazil, who as San Jose's Executive Vice-President is in charge of computer operations coordination, feels that the replacement of San Jose's Regional Data Center computer with one intended specifically for the college itself will do much to improve San Jose's data processing capabilities for research.

Those in favor of the transition see it as advantageous for one additional reason, although this could become a highly political issue if not handled properly. There is some feeling within the institution that the change to university status may serve as a future leverage point for the reduction of teaching loads to those presently used at the University of California. At the current time, the required teaching load at the State Colleges is 15 Weighted Teaching Units (WTUs) for both graduate and undergraduate faculty, as compared with University loads of 9 WTUs for graduate faculty and 12 for undergraduate faculty. The difference is attributed primarily to the extra time allowed for research activities at the University.

Those who profess to be against the transition to university status are for the most part not strongly opposed to the issue. Some respondents simply stated that they felt that the name change was of small consequence, and that the title of university would do little to change the overall image of the institution. Others pointed out that the institution must exercise caution to insure that it does not get "carried away" with emphases on increased research and graduate level education to the detriment of undergraduate programs. One interviewee, for example, noted that an increase in the number of graduate programs has in some instances lured the full professors at some schools away from freshman and sophomore courses; these courses are then left to graduate teaching assistants (who in any event must often be subsidized by teaching assistantships). Naturally, it is the undergraduate student who suffers in such cases, and it is to undergraduates that San Jose still owes its first loyalty. There is also some apprehension that the title of university might cause some to identify the school too much with the large and impersonal "multiversities," thus discouraging members of ethnic and minority groups, for example, from applying to San Jose.

Since the transition to university status is so recent, it is difficult to determine whether either the optimism of the "pros" or the misgivings of the "cons" among the San Jose faculty and administration are justified. However, one thing is certain: without an increase in funding, very little is likely to happen at San Jose which will even give visibility to the change. Not surprisingly, all respondents interviewed at the college saw funding as the key in bringing about any effective change in the institution; as one respondent put it, "The most important factor in creating a viable university is the flexibility to institute new programs and to experiment with new methods, and that flexibility is written in dollar signs only."

2. Planning

Given the limitations imposed both by existing fiscal problems and by the nature of the "Name Change Bill," it is not surprising that little has been done in the way of planning which relates directly to San Jose's transition from college to university. However, planning was underway even before the bill came to the Senate last year which will ultimately make the change more effective and meaningful. For example, several new upper-level courses have been proposed for the coming years which will bring an increased number and a greater range of graduate students into the institution. These include a program for the Master's in Fine Arts and one in Public Administration. In addition, administrators expect to see, within the next two years, the creation of a School of Health Sciences, which will train students for work in para-medical fields; such a school would generate entirely new staffing requirements at San Jose, including faculty in the areas of public health, physical therapy, etc. The Administration is confident that San Jose will have little problem in funding this new school; informal promises for support have already been advanced by the local medical community, and it is known that work in this field is currently well supported by Federal agencies such as NIH.

Other plans currently underway which will undoubtedly have a positive effect on the transition to university status involve the construction of a new library facility for the San Jose campus. Although the current catalogue numbers almost 600,000 volumes, the library is not, according to one administrator, "up to ALA standards for universities in terms of research capabilities." Plans for the new library have been on the drawing board for several years, but financial problems have prevented their execution. It is now expected that construction will begin somewhere within the next three to four years.

D. Impact of the Transition

Needless to say, there has been no opportunity as yet for the transition to university status to make a perceptible impact on San Jose State, and what impacts will occur within the next decade can only be a matter of speculation at present. However, it does seem likely that a number of events will occur which will have a significant impact on manpower and training needs at the new California State University at San Jose.

First of all, although graduate program expansion, even in master's programs, currently is being held to a minimum, there can be little doubt that such programs will increase in number over the coming years. (At the same time, of course, some will be terminated; for example, both the Russian and Latin programs in the Foreign Language Department are scheduled to be dropped within the next two years due to lack of student interest.) According to statements from various respondents, many of the new programs will be in relatively innovative fields, such as paramedical training and environmental studies. Programs in fields such as these will probably require entirely new staff, since it is not likely that retraining existing instructors to teach in these fields would be cost-effective or even feasible.

As was previously stated, most staff and faculty are not particularly enthusiastic about the institution of doctoral programs at San Jose

State within the near future. However, those who feel that programs at this level will eventually come into being at the school believe that they should be of a different type than the traditional programs now being conducted by institutions such as the University of California. That is to say, several respondents sense the need for non-research oriented, *interdisciplinary* programs which will prepare students to teach at the college level. The institution of programs of this nature would require modification of existing courses in the School of Education and/or schools in other disciplines which might offer such programs.

San Jose's status as a university will, in any case, probably quickly increase emphasis on the hiring of Ph.D.s for both new and existing programs. Moreover, the growing concern on campus with the need to hire ethnic minorities, as well as to serve the needs of minority students, will undoubtedly result in an increased demand for well-trained minority group members, including faculty, administrators and special service personnel. However, as several respondents pointed out, there appears even now to be an insufficient number of Black and Chicano Ph.D.s in the academic marketplace. Therefore, if the demand continues to grow, and there seems little question that it will, some fairly radical steps will need to be taken by San Jose and other IHEs with similar concerns across the country. Two primary solutions suggest themselves immediately: either the schools will have to modify their hiring requirements, or they will have to institute a number of new programs which will aid and encourage minority members to prepare themselves for teaching and administrative roles. Continuing pressure to assure equal educational opportunities to culturally disadvantaged minority members will also require program changes within schools such as San Jose. EOP tutorials will probably be insufficient in scope to handle what appears to be a growing demand, and therefore new tutors will have to be trained or hired.

If, according to the predictions of various faculty and administrators, the transition to university status leads to increased research activity at San Jose, this increase will also bring about a number of changes and new needs. New research funds, if indeed university status enables San Jose to attract such funds, will permit the creation of some new facilities; however, at the same time, increased research activity will require that some of San Jose's own monies be allocated to improvement of existing facilities, such as the library. Such improvement may include the introduction of considerable amounts of automation for both administrative and information retrieval purposes. This would, of course, demand that many library staff members be retrained in certain phases of their activities.

Faculty are likely to be encouraged in their current demands for smaller teaching loads and/or for increased opportunities for released time equal to those of professors at the University of California. If these and other demands are unmet, and if current faculty dissatisfaction with its role in decision-making continues to grow, it is possible that the relatively recent movement toward unionization of faculty will gain impetus. The long-range effects of such a thrust are difficult to predict at this time.

All of these changes, of course, suggest the need for increased monies, or at the very least for a rapid and effective reallocation of funds, and a reordering of priorities in state government spending for the new universities. Reallocation might come about, for example, through a reduction in elementary-level courses which duplicate those taught in the high schools. (As was noted earlier, this has already begun to occur, to a limited degree, at San Jose State.) Innovative methods for reducing the amount of lecture time required of professors might also be applied. (See the discussion of the Audio-Tutorial Program in Chapter II, Section B, for example.) Furthermore, the trend toward off-campus courses, in the manner of a "university without walls" might also help to ease the strain of increasing student populations on staff and facilities.

Finally, the effects of AB 123 might bring about some quite significant changes in the entire system of public higher education as set forth in the Master Plan. As early as 1968, the staff of the Joint Committee on Higher Education, in a report to the State Legislature, recommended a merger of the state colleges with the University of California. Since then, unification of all three segments of the higher education system in California has been a "pet project" of San Jose's Senator Alfred E. Altquist. According to Altquist's proposal, a single Board of Regents would be created to govern all of higher education in California, while regional boards would be set up with responsibility for governance at a more local level. Altquist believes that a single university system would eliminate many of the inconsistencies and duplication brought about by the 1960 Master Plan. He believes that his plan would be beneficial to both faculty and students, allowing the former to move more freely between research and teaching, and giving the latter access to more courses and facilities than is presently the case. Altquist's plan, or something similar to it, is apparently gradually gaining supporters, among them Wilson Riles, the new State Superintendent of Public Instruction. Although there is still considerable opposition to the idea, the new status of the former state colleges might indeed speed acceptance of such a plan.

SHAW UNIVERSITY
A CASE STUDY IN THE CONTEXT OF MANPOWER TRENDS IN HIGHER EDUCATION

PREFACE

Since its founding in 1865, Shaw University in Raleigh, North Carolina, has evolved through trial and error, constantly striving to provide the best and most appropriate education for its students. Originally an institute for training newly freed slaves as ministers and teachers, Shaw today is still committed to providing quality education to the poor and academically deprived, "but now in such contemporary fields as communications and urban sciences."

We chose to study Shaw as a representative of the "developing black college," though it also embodies or has embodied certain other features of interest, such as an open-door admissions policy, special remedial programs, and work-study. Even though Shaw is the oldest black university in the nation, it still fits the definition of a developing university in terms of what remains to be done. Shaw now faces tremendous financial difficulties which, if not overcome, could conceivably force the school to close. Over and above the money problem, Shaw does give evidence of several distinct manpower service and training needs:

- MORE specialists in remedial education, counselors, administrators, and managers.

- BETTER prepared to deal with the personal and academic problems of the deprived students whom Shaw's open admissions policy brings in, to raise the money that effective operation requires, and to manage the University's resources effectively.

SHAW UNIVERSITY

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I: INTRODUCTION TO SHAW UNIVERSITY

A. History

Shaw Collegiate Institute was founded in 1865 in Raleigh, N. C. as an institute for the training of ministers and teachers, and was inspired by the need to educate newly freed slaves. It was chartered in 1875, with the designation of The Shaw University. In 1881, Shaw established the first four-year medical school to serve Negroes, a law school in 1886 and pharmacy in 1891. In 1918, as these professional schools became financial liabilities, they were closed. At the time Shaw's emphasis was again the training of preachers and teachers, but in December 1963, a young and innovative alumnus became president and began a period of growth and change which parallels the period of 1865-1918. Basic to all of the changes undertaken at the university have been numerous changes in curriculum content and structure, teaching methods, and methods of evaluation. These changes were inititated in the name of the "Shaw Plan of Education". (The Shaw Plan of Education will be discussed in later chapters.) Shaw now has departments offering degrees in Communications, Humanities and Arts, Natural and Physical Science, Education, Urban Science and Liberal Studies.

B. Facilities

The signs of transformation from early American to contemporary times is graphically reflected in the physical facilities of Shaw University. Buildings range from modern high-rise dormitories to the impressive Estey Hall, which was constructed in 1873. Many of the buildings at Shaw are indeed quite old, and several are badly in need of physical repair or renovation, among them Greenleaf Hall (built in 1897), and the Spaulding Gymnasium.

During the administrations of James and King Cheek, bold plans for renovating Shaw's physical plant began to take shape. Although planning efforts trace as far back as 1965, the Trustees of the university were for some time hesitant to operationalize the ten-year development campaign developed by the Cheek brothers. Heeding the advice of professional fund-raising consultants, the Trustees put a freeze on expansion plans until they could develop the capabilities and resources needed to meet the challenge of the proposed $200 million fund-raising effort. President Cheek, however, rejected the notion that Shaw was not capable of meeting this challenge, and noted:

> "... if Shaw must forever be confined to a level of bargain basement education, it is better for Shaw and its students to quit. Either Shaw will become a truly first-rate institution of higher learning, or it will be none at all."

This philosophy led President Cheek to begin the "Shaw Renaissance Program," which to date has seen the construction of 11 new buildings on campus at a total cost of more than $6 million. These buildings include an administration building, a student union, high-rise women's and men's dormitories, and a Learning Resources Center.

The Learning Resources Center is designed as a multi-media center to facilitate learning. Erected in 1968, this building houses the University library, the Audio-visual Department, and WSHA Radio Station.

The library contains 48,000 volumes as well as microfilm collections, a center for electronic learning with audio-lingual equipment, and an audio-visual service providing projection equipment and video tape.

Though an extensive rebuilding program has taken place, few new classrooms have been provided, and recently the administration and trustees announced a three-year moratorium on construction.

The present, and critical, financial crisis which Shaw faces is a direct outgrowth of the burst of building construction undertaken during the "Shaw Renaissance Program". It would seem that the caution heralded by the fund-raising consultants did have considerable merit. To date the university, now without the pioneering spirit of James Cheek, has not been able to raise the funds to meet the cost of recent construction. As one professor summarized the reasons leading up to the present crisis: "God knows we needed, and still need new buildings, but you can't function on physical plants and buildings. Our creditors are putting a freeze on us; our mortgages came up for payment, the federal monies we had accumulated through grants had dried out - and to add woes to the situation we had accumulated a lot of additional small departments."

C. Staff

Interview respondents reported that there were significant cuts in staff and faculty in January and February of 1972; therefore, the most recent statistics on staff were not available at the time of the May visit. However, figures for 1970-71 showed that 23 of 74 faculty members held doctorates (31.1%), 45 had master's degrees (60.8%), and 6 (8%) had bachelor's degrees.

Only 20% of the faculty was over 50 years of age, with 50% of the faculty between 36-50 years old. Though predominantly Black, the faculty at Shaw is multi-racial, and the University considers this a strong aspect, exposing the students to varied ethnic cultures through interaction with faculty members.

D. Student Body

During the academic year of 1971-72 there were 1,061 students registered at Shaw. Of these, 1,015 were full-time and 46 were part-time; the Full-Time Equivalent (FTE) count was 1,029.

The student population is predominantly Black, and most students are recruited from the ranks of the urban poor. Seventy percent of the student body comes to Shaw from states other than North Carolina, with New York, New Jersey, and Pennsylvania represented in the greatest numbers. In part this reflects the constraints and difficulties faced by Black students in the North to gain entrance to college. Congruently it reflects the importance and need for Shaw University as an historical and viable institution of higher education.

E. Budget

The data available for the fiscal year ending 1971 reports total revenues at $2,988,429. The sources are listed as:

(1)	Educational and General Revenues -	$2,097,918
(2)	Student Aid Grants (private) -	$20,784
(3)	Auxiliary Enterprises -	$869,727
		$2,988,429

The breakdown for the Federal appropriations for 1971-72 was not available; however, an indication of the amounts can be obtained by comparing figures for 1969-70 and 1968-69. The total for funds from Equal Opportunity Grants (EOG), National Defense Student Loan (NSDL), and College Work Study Program (CWSP) for 1969-70 was $785,086; for 1966-69 it was $600,658. Revenues from student tuition and student fees for 1971 were approximately 1.8 million. Tuition per student is $1,480, and room and board charges are $870.

Operational expenditures for the years 1964-69 were as follows:

Total operational expenditures for 1964-65 equalled $863,525.
Total operational expenditures for 1966-67 equalled $1.676,798.
Total operational expenditures for 1968-69 equalled $3,481,225.

Percentage breakdowns were as follows:

Major Purpose	Percentage of Total		
	1964-65	1966-67	1968-69
Instruction and Departmental Research	30.84	34.90	33.31
Learning Resources (Library)	3.88	3.25	3.92
Student Services	6.13	5.95	11.39
Plant Operation and Maintenance	8.32	10.77	12.83
General Administration	6.28	4.86	8.87
Development and University Relations	3.03	2.91	3.78
General Institutional Expense	7.29	6.26	3.98
Auxiliary Enterprises	24.80	21.84	16.68
Student Aid	9.43	9.26	5.24
	100.00	100.00	100.00

The largest dollar amounts for 1968-69 went to: Instruction, $1,159,035 (33.31%); Auxiliary Enterprise $580,794 (16.68%); Plant Operation and Maintenance $446,585 (12.83%); and Student Services $396,489 (11.39%).

Expected sources of funds for 1972-73 are as follows:

1.	Church Related (Baptist Conventions)	$210,000
2.	United Negro College Fund	$100,000-$130,000
3.	Alumni	$30,000
4.	Foundations	$175,000-$200,000
5.	Federal	$1.5 million

II: CURRENT SITUATION AT SHAW

A. The Governance/Power Structure

The Board of Trustees has complete authority in all matters concerning the University. The structure of the organization and its official prerogatives were established in the Charter of 1875. In 1949, these official prerogatives were expanded to include the power to purchase real estate, construct buildings, make renovations, execute mortgage deeds and trusts, borrow money, etc. Presently there are 28 members on the Board, including seven ministers, two attorneys, four educators, seven businessmen, two laymen and six persons representing outside public and private institutions. The Board conducts two regularly scheduled meetings each year: one meeting on Monday after the first Sunday in April; and another in November on the day before Founder's day.

The various responsibilities of the Board are carried out by a number of committees, including the following:

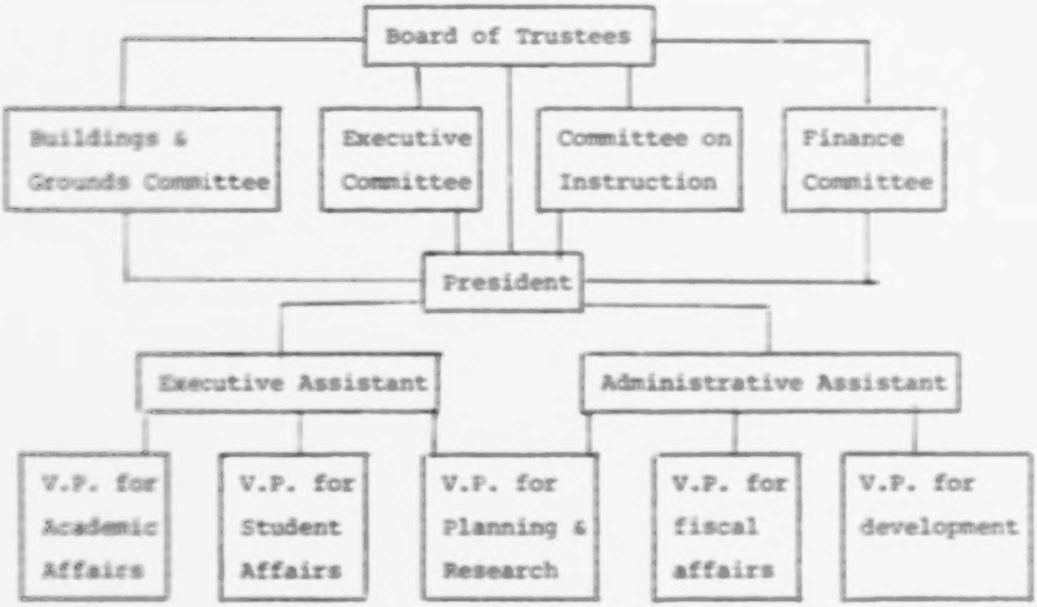
- The executive Committee: has the power to transact all ordinary business of the corporation between the meetings of the Board;
- The Committee on Finance: has the authority to make investments, change forms of investment of funds, and make new investments aggregating but not exceeding $100,000 without the previous authorization of the Board of Trustees;
- The Committee on Instruction: has the authority to consider all changes in instructional staff, to examine the system of instruction, educational management rules, discipline and all other problems pertaining to the academic operations of the university;
- The Committee on Buildings and Grounds: has supervision over the care and control of all buildings, grounds and equipment owned by the university.

In addition to these committees, several new committees were

FIGURE I

Shaw University

Administrative Organization Chart


Board of Trustees
Buildings & Grounds Committee
Executive Committee
Committee on Instruction
Finance Committee
President
Executive Assistant
Administrative Assistant
V.P. for Academic Affairs
V.P. for Student Affairs
V.P. for Planning & Research
V.P. for fiscal affairs
V.P. for development

established by an amendment to the By-Laws in April 1970. They include:

- The Committee on Development and Planning - is to study the role of the University in the local and educational communities and recommend current and long-range physical objectives and programs and ways and means for achieving the university's objectives and goals.
- The Committee on Student Affairs - is to become familiar with student problems and affairs as they affect the university and the role of the university in the local and educational communities.
- The Committee on Trustee Affairs - has the responsibility of seeking prospective Trustees, of studying the work and potential of incumbent Trustees for the purpose of making recommendations for re-elections, and of studying the composition of the Board in order to make recommendations to achieve a proper balance.

At the head of the University administration is the President, who is elected by the Board of Trustees and is responsible to the Board for the effective administration of the fiscal, educational and other affairs of the university. Interview respondents tended to agree that the office of the University President is the focal point of decision-making at Shaw. The president is the chief executive of all departments, officers and employees, and is the official medium of communication between the faculty and board, alumni and board, and the students and board, (though the Student Body President is also a representative to the Board of Trustees).

Assisting the President in his administrative duties are a number of special departments authorized by the Board, each of which is headed by a Vice President. These include: Fiscal Affairs, Academic Affairs, Student Affairs, Research and Planning, and Development and University Relations.

In order to provide for the participation of faculty and students in formulating policies, establishing regulations and making recommendations to the Board of Trustees, there are five Councils: the Administrative Council (President and five Vice Presidents), the

Academic Council, the Student Affairs Council, which is composed of the President, the five Vice Presidents, four Deans, two representatives from the student government and two representatives from the Faculty Affairs Council.

Curriculum changes are normally made with the approval of the Academic Council. In the event that a change is suggested, the Council is petitioned by an area or department with a presentation of the rationale for the change. The council votes and sends its recommendations to the President for final approval. Changes can also come through direct presidential mandate. For example, the School of Social Science was restructured into the School of Urban Sciences as a result of a recommendation from a Task Force appointed by the President.

The Faculty Affairs Council has as its primary function the power to interpret and make recommendations on all university affairs which are of direct concern to the general faculty.

The Student Government Association, formerly the Student Council, is new and innovative, in keeping with the many innovations of the institutions. The Student Government Association is composed of three bodies: the Presidential Staff, consisting of a student President, a Vice President, Attorney General and Business Manager; the League of Councils with representatives of the various campus organizations; and the Student Judiciary Court, composed of (1) the student government court with two appointed and five elected justices plus two elected associates, and (2) the men's and women's resident area courts.

The power of the student government is limited to policy recommendations. Shaw's student government, like many student governments, receives little support after elections are held. However, whenever there is a "crisis" the student body tends to support the governing body. Faculty and the administration recognize the Student Government Association as the only official voice for the student community. Students who serve on university committees have equal voting rights with the faculty, and the student government President also represents the students on the Board of Trustees.

B. Programs

1. Open Door Policy

Recognizing its obligation to educate Black students, Shaw has instituted an admissions procedure designed not to screen out applicants systematically on specific past performance, but rather to evalute the students' potential performance as a whole. Called an open door policy, this admissions procedure was officially instituted in 1964, although a modified version was practiced prior to that time. Although students' transcripts and SAT scores are required, several evaluative inputs from faculty, outside recommendations and the university's recruitment team carry more weight in consideration of applicants.

The open door policy, although it is a positive response to the educational demand of Black students, has presented a challenge to the institution's instructional resources for obvious reasons. The substance of this challenge is captured in a statement by Mr. Sowell, Director of the Men's Dormitory:

> "You've got to understand, the kind of people we take, because of the open door policy. A great majority of them might be very enthusiastic, but they fall short in academic preparation."

Each student who gains admission to Shaw is required through this program to take a series of placement examinations in mathematics, reading, writing and in the natural sciences. Depending on the outcome of these examinations, the student is assigned to one of three levels:

- Educational Development Program - which provides help needed by a student in his weak areas;
- Regular college-level courses;
- Exempt status from basic freshmen college courses.

This program tends to ameliorate some of the academic difficulties students might face during their experience at Shaw. However, several critical problems continue to place constraints on most students. Of these, the most notable problem relates to financial needs. The average Shaw student comes from a small family whose median income is just over $5,000, and is often the first of his family to attend college. Of those enrolled, 85-90% are receiving some form of financial aid.

As stated earlier, the great majority of Shaw students are not from North Carolina, and many are not from the south. Of late the university has become very concerned about the great numbers of northern students seeking and gaining admissions to its programs. Concern relates mainly to the academic resourcefulness of the students. In the opinion of Mr. Thomas Kee, Dean of Students, recent attempts of Northern colleges to increase their percentage of Black enrollees have begun to attract the "better students" to prestigious Northern universities. This trend has made Shaw less attractive to promising students, and as Mr. Kee puts it, "Those high school counselors, seeing this new opportunity, tend to dump the lesser qualified students on Shaw."

This concern, coupled with a renewed committment to seek out and educate less privileged and more promising Black students in the South, have directed recruiting efforts toward reducing the out-of-state student population to no more than 50%.

2. The Shaw Plan of Education

Inaugurated in the Fall Term of 1965, the Shaw Plan of Education was conceived principally as a program to discover and develop untapped student talent. The plan is structured around a flexible admissions policy, but maintains a rigid set of graduation requirements. The university administration characterizes the plan as "Education as Dialogue" -- a daily confrontation of interesting people and provocative ideas designed to provide the context and the opportunity for the Shaw student to develop his intellectual capacities to their maximum.

The purpose and objectives of the Shaw Plan of Education are stated as follows: "To provide a broadly based education through which the acquisition of humanistic sensitivity, knowledge, understanding, appreciation, and skills will mark the student as a liberally educated person, capable of making adequate responses to contemporary life." The achievement of this objective is to be accomplished through educational offerings which provide a compensatory program which gives the underachiever and/or disadvantaged an opportunity to discover and develop his potentials for regular college work by enabling him to remove deficiencies in the basic skills necessary to the pursuit of a college education.

The School of General Studies offers a pre-baccalaureate program to provide compensatory work in mathematics, reading, speech and English. The stigma of being in a remedial program is removed by allowing General Studies students to take regular college courses (core programs) so long as their deficiencies do not interfere with their progress. More than 85% of Shaw's students have been placed in one or more "pre-bac" courses.

Related to the remedial program is the concept of "differential pacing" which considers the varying needs of the exceptional as well as the academically deficient student. It allows the student needing remedial work to proceed with regular college work after he has removed his deficiencies (usually the result of inferior and inadequate pre-college preparation, and cultural isolation). At the same time, the exceptional student can take exemption examinations for core courses (regular college work) which will allow him to receive credit for knowledge and skills he already posesses, and can be awarded up to one-third of the required credits necessary to major in his chosen field.

3. Other Programs

Another program for exceptional students is the Honors and Liberal Studies Program. This program is designed to prepare exceptional students for continued study in a post-graduate or a professional school. In cooperation with the faculty students recommended for this program are provided special opportunities in their major field of study.

Another stated objective of the university is to provide non-traditional areas of concentration. The relatively new School of Communications introduced such areas as broadcasting and speech pathology. Shaw University and the Ohio State University Department of Speech entered a cooperative agreement to develop the curriculum for the Communications Program. The School of Urban Sciences has developed such areas as Housing Advocacy, Community Mental Health and Urban Planning. Shaw is also planning to hire four professors for 1972-73 for the new School of Public Administration. Other relevant programs which have been limited by funding are closed circuit T.V. and an F.C.C.-licensed educational radio station which is non-commercial and whose continued existence due to financial constraints is now under consideration.

Shaw also has a Cooperative Education Program which is now in its second year. In this program each student entering his third year has the opportunity to take a job assignment which would enhance his interest and skills in his major. This "internship" is seen as a substantive part of the student's education, and as such he/she receives ten credits per work experience.

Many of these programs are in a state of transition while some are completely experimental. However, they do reflect the University's intent to establish through trial and error the most relevant and viable programs for its students.

C. Faculty and Other Personnel

As mentioned in Chapter 1, there have been significant faculty and staff reductions within the last six months. The staff was cut from 180 to 70 while the faculty size was reduced from 77 to 50. Prior to this, dismissals as well as promotions were few. Cleon Thomas, Provost for Academic Affairs, said that as a result of Shaw's testing of many educational and administrative forms, models and procedures, faculty turnover has been over 80% for the last five years. This implies voluntary severance rather than dismissal. The more recent terminations, however, have been due to firings and layoffs.

Tenure is not automatic and eligibility occurs after a five-year period of service; three years for those whose initial appointments were at the rank of professor or associate professor. Tenure policy was not fully implemented until 1969-70, when 15 persons received tenure. Before that time the average number of tenured faculty was less than 10. An estimated 30% of the faculty now holds tenure.

The high turnover rate is partially due to the lack of tenure, while another reason cited was frustration due to administrative inefficiency. Examples given were slow clerical and printing services and no paper, a condition which existed at the time of the Abt analysts' site visit. One respondent noted that the strength of the Shaw faculty (because salaries are so low) consisted of "housewives" (those whose husbands are their families' main support) and committed returned Shaw graduates. The salary range for tenured faculty is $11,500 to $16,000.

D. Current Problems at Shaw

The most severe problem presently facing Shaw relates to its financial crisis, which has resulted in the release of 110 staff members and 27 members of the faculty. Interviewees generally indicated that the crisis was in part due to Shaw's inability to maintain the financial support of faculty and staff personnel who were hired under the provisions of grants which had expired. In addition, loans received for the construction of the new buildings were overdue and their repayment drained the college's financial resources.

Dr. Archie Hargraves, President of the University since the summer of 1971, called in Lawson and Williams Associates, a management team based in Washington, D.C. to aid Shaw in dealing with the financial crisis; the staff and faculty cuts are results of their recommendations. Other measures taken in order to obtain a cash flow have been a stronger emphasis on collecting students' bills. Staff and faculty were also asked to contribute 5% of their salary. (According to Dr. Wilmoth Carter most if not all faculty contributed, although all did not contribute the full 5%).

The vigorous cut-backs have generated anxieties among the staff, faculty and students, though the general consensus is that these measures are necessary, and the strong business-like approach in order to get Shaw down to "fighting weight" is viewed optimistically.

The financial crisis has also caused problems, though not yet serious, concerning the continuance of accreditation from the Southern Association of Colleges and Schools. The Shaw library needs 25,000 additional volumes to meet Association standards, and the Association has also required that a new gymnasium be under construction within three years. The gym will have to be an exception to the announced three-year moratorium on new construction.

E. Relations with Other Agencies and Institutions

This past year, a reported $104,000 was contributed to Shaw by local businessmen, though relations with the local business and government organizations had been strained during the 1963-1971 consecutive Presidential Administrations of the outspoken Cheek brothers. Our interview respondents seemed to imply that the reign of the "Cheek brothers" could be characterized as pioneering, innovative, creative and aggressive. Apparently their style of interacting with other white agencies and businessmen reflected these characteristics which made amicable intercourse difficult. On the other hand the incumbent president Hargraves seems to have generated a better working relationship with outside business and agencies in his efforts to restabilize the financial state of the university.

Shaw has membership in a number of consortiums. One of those deserving mention is that of the Cooperating Raleigh Colleges, which includes Shaw, North Carolina State University (N.C.S.U.), St. Augustine, Bennet, Livingston, Winston-Salem State and Barba Scotia. The consortium allows students to cross-register and also to share library privileges with only a limited exchange of funds. This cooperative program is most used by Natural Science majors from Shaw, since N.C.S.U. provides a wide range of science programs. The courses at Shaw which attract students from the other member colleges are Black Studies and Urban Sciences. There are more Shaw Students cross-registered for courses at N.C.S.U. and other colleges than there are students from those colleges coming to Shaw.

The University Without Walls (UWW) Program was conceived during the administration of King Cheek, and was developed under the auspices of the Union for Experimenting Colleges and Universities. The program focuses on:

- flexible scheduling, which permits the student to spend as much time as he needs or wants in any phase of his studies;
- the benefit of resident instruction and the opportunity to learn from "adjunct" or off-campus faculty, composed of individuals such as business executives, scientists, educators, artists, writers, public officials, etc.
- individual programs, tailored to each student's abilities and aspirations, with strong emphasis on student self-pacing.

The program is designed to allow the student to pursue his education at home, at work, through correspondence or extension courses, in adult education programs, on-the-job training, independent studies, internships, life experiences, or in attendance at another college or university. When the student is admitted to the program he is assigned an advisor who may be from the Shaw campus or from another school. In some cases, advisors may be off-campus, knowledgeable members of the community who are competent to assist the student in developing his learning experiences and in assessing the progress he is making toward his educational goals.

Traditional credit hours, grade point averages, and the accumulation of course credits are not counted in the University Without Walls Program. Instead, student achievement and other criteria, such as competent development are used as the major benchmarks for determining student progress and excellency.

Candidates who desire admission to the program file a formal application with the Program Director at Shaw. The application includes the student's anticipated plan of study and his planned work in resident courses, seminars, on-the-job training, independent study, etc. Upon receipt of a student's request for admission, a committee reviews the credentials of the candidate and evaluates his proposal for the following factors:

1 - the plan of study that he describes;
2 - his ability to participate in self-directed study;
3 - educational goals that are clearly defined;
4 - creativity as measured by his experience, and projections;
5 - indications and expectations for successful completion of a degree program;
6 - previous experience in work, study, and the world of learning;
7 - previous academic and other achievements in structured and unstructured learning situations.

After completion of course requirements and prior to application for his degree, the student is required to produce a substantive work product. This may be a research study, a work of art, a community service, a publishable article or book, or some other comparable product.

The length of time required for achievement of the degree varies, depending on the experience which the student brings to the UWW Program and the time he needs to meet his educational objectives. Consistent with the orientation of self-study, each candidate is required to keep a cumulative record of his educational efforts and to provide his own evaluation of the success or failure of his academically relevant experiences. His advisor is responsible for helping the student to continuously review his own goals, evaluate his own progress, and establish objectives that he plans to achieve.

A UWW student is eligible for all financial assistance available to any other student enrolled at Shaw University. This includes educational benefits, scholarships, cooperative education arrangements, employee benefits, grant-in-aid assistance, and tuition waivers. Applications for these assistantships are processed in accordance with the policies of the University.

Tuition cost is $1,200 per twelve-month year. No additional charges are incurred except for those students who reside on the Shaw University campus.

There are approximately 25 institutions of higher education involved in the Shaw UWW program. The three UWW programs most closely involved with Shaw University in a cooperative exchange of ideas and development of curriculum are the programs operating in Roxbury, Massachusetts, Washington, D.C., and Miami, Florida. There is presently an effort to develop a UWW program emphasizing technical skills with the Lowell Institute of Technology in Lowell, Massachusetts.

III - THE SCENARIO: THE DEVELOPING BLACK COLLEGE

A. Introduction

Shaw University, although over 100 years old, is defined as a developing black college because of its continuous struggle to overcome financial constraints on growth and development. Nine years ago, Shaw began to increase its potential for making a meaningful contribution to higher education through efforts to improve the quality of its curriculum, professional and administrative staff and student services. As with other developing institutions, the quest for academic quality and financial survival has been a difficult one.

B. Background and History

As conceived, the original purpose of Shaw University was the provision of religious training. By the 1950's, however, the vocational aspirations of its students had shifted toward teacher training, and the religious aspect was minimized as Shaw reoriented itself in this new direction. The 1950's represented more than a shift in academic emphasis, it was a time of utmost urgency in the history of the school. Student enrollments had dropped significantly, financial resources were virtually non-existent, physical facilities were deteriorating and the educational program had become stagnant. It seemed as if Shaw would go the way of so many developing universities without even making a ripple in the greater system of higher education.

But this was not to be so. Under the leadership and inspiration of a new President, D. King Cheek, Jr., a former Vice President for academic affairs and a Shaw Alumnus, Shaw University underwent a painful reexamination of its philosophy which resulted in a restatement of goals and objectives and a new concern for "the whole person".

The time was ripe. The early sixties focused new attention on the socio-economic conditions of Black America and the national conscience was tuned into the fight for civil rights. Dr. King Cheek in an article that appeared in Shawnesis (the school magazine) outlined five major principles of the new philosophy (later known as the Shaw Plan of Education):

a. We believe in the dignity, personal worth and educability of all Shaw students...Our responsibility and our decision-making will be responsive to the needs and the preference of the people who live here, the students, the faculty and the staff, and not to the whims of the outside "establishment"...

b. We believe in education which promotes successful living and prepares our students for a lifetime of learning. An education which inspires them to be active change agents in reconstructing the society...

c. We believe in the university commitment to serve the larger community and in its efforts to raise the level of hope for the poor and the forgotten. This resolve is to be a powerful force in this community so that our presence is felt in all aspects of the community's life. As a resident and citizen in an urban community, we intend to use strategic power and our resources to insure that the needs of the poor are met...

d. We believe in the right of dissent for all members of this community, in the promotion of individuality and responsibility and in the act of democratic campus citizenship...

e. We believe in the self-determination of all black people so that our destiny in a multi-social society will be fulfilled and controlled by us. This is a change which is clear and unmistakable... Since our founding, we along with others have carried the responsibility for developing Black leadership in this country and we will not now forsake this responsibility...

This statement of purpose and objectives was approved by the Board of Trustees and is highly representative of the direction in which Shaw is now moving. In accordance with new goals new educational methods were adopted:

- A compensatory program enabling the underachiever to develop the basic skills necessary to academic success;
- Differential pacing allowing each student to proceed at individual rates;
- Non-traditional undergraduate areas of concentration such as Radio-Television-Film; Communicology and Speech Pathology.

The transformation that has taken place at Shaw is strongly evidenced in the shift from the training of "teachers and preachers" to the concentration in new fields such as communications; and humanities; and physical, natural and urban sciences; as well as the adoption of innovative methods such as the University Without Walls.

C. Current State of the Scenario

Shaw University has undergone so much transformation of late that for the past two years they have been unable to develop a catalogue. Great flexibility has been demanded on all sides and [illegible] faculty, administration, and students have adapted well to the fluctuating state of affairs.

With a large percentage of Shaw's students requiring remedial education, the Shaw Plan of Education could not realistically expect immediate and complete success. The most appealing segments of the plan in that they concerned themselves with maximizing each student's academic potential were compensatory programs and differential pacing. However, many faculty expressed the feeling that the plan allows for too flexible an admissions policy and fails to provide effective tutorial programs. Despite these criticisms, many of those faculty with whom the Abt field staff spoke believe the Shaw Plan to be a legitimate philosophy of education that is in need of strengthening. They cited particular interest in strengthening the tutorial programs, the remedial programs, and the curriculum. At present, graduate students provide most of the tutorial and remedial aid. Both students and faculty have been critical of this policy since the graduate student's own academic efforts often conflict with his tutorial assignments. With regard to curriculum changes, most faculty members agree that the restructuring of curriculum design and content is consistent with the purpose and philosophy of the university and is relevant to the changing structure of society.

In an attempt to meet the expanded counseling needs and to centralize counseling services, Shaw developed a Counseling Center. Center staff consists of 16 teacher-counselors (who are funded by the Office of Education's Upward Bound-Talent Search Program) and 22 upperclass counselors. The Center's responsibilities include psychological, vocational and academic counseling. Students are required to receive academic counseling for one hour per week during their first year. After the first year, counseling is required only during registration. In 1972-73, the Center's support from the U.S. Office of Education will be discontinued, and the Center will have to be fully supported by the University. However, given the financial problems existing currently at Shaw, it is expected that the school will be forced to reduce the counseling staff.

The Shaw Plan's introduction of the pass-fail system has caused some instructional dissent at the university. The average Shaw freshman brings with him a number of academic handicaps which require immediate attention if he is to benefit from a college education. Coming from a background of poor secondary school preparation, the potential for complete self-regulation has often not been developed, and the student frequently has not yet mastered the tools of learning. For these reasons, most faculty (and indeed some students) have pressed for a return to more structured and traditional grading. As the recently elected Student Council President, Terry Lemon, stated, "A lot of students slack off with this pass-fail system; besides, it lacks a reward incentive. The student who works hard and diligently gets an unequal compensation for his work. What is the value of a 'P' when someone else does much less work and gets the same grade?"

However, the Shaw administration, in keeping with the Plan, feels that experimentation, such as that represented by the pass-fail system, was and still is necessary to achieve an equilibrium in which outdated requirements have been removed and the students are being educated with the greatest effectiveness and efficiency with regard to the occupational and professional demands of today.

In the Spring of 1972 the students protested that the mathematics requirement was useful only for mathematics majors. Members of the Mathematics Department countered this argument by saying that the course is basic to the needs of an educated person. The administration, after long delay, finally waived the course for this year's graduating class. A member of the mathematics faculty showed the Abt field staff his class attendance book (classroom attendance is not mandatory) which revealed that approximately 90% of those enrolled in the introductory course failed to avail themselves of the instructor's help both inside and outside of the classroom. Plans are now being considered to replace the introductory course in the math sequence with a course in inductive and deductive reasoning.

What the state of transition has done is to emphasize the need for a line of communication between faculty, administrators and students. Improvements have been made, as evidenced in the action regarding the math requisite, but there is still much to be done in fully opening the channels. However, financial constraints have forced the University to cut back faculty and staff. The suddenness of these actions has apparently left the campus confused, frustrated and concerned for the future of the oldest Black university in the country. But resting above the questions is one message heralded to faculty and students alike: shape up or ship out.

Like many students who are in need of sharpening their academic skills, the faculty is also finding that it must hone up the tools of its trade. Efforts to retrain faculty have in some instances proved more viable alternatives to replacing them. Shaw's membership in the Raleigh Cooperating Colleges Consortium has allowed for an exchange of ideas and has led to limited faculty awareness that the problems facing Shaw are not unique. It is also apparent that the transformation of Shaw has had an unsettling effect on the more traditionally oriented faculty and students.

Dr. King Cheek's desire and commitment to educating the "poor and the academically deprived" placed great importance on the department of Urban Sciences. While the change from social science to urban science was most apparent during the 1969-70 academic year, it was by no means an abrupt one. As early as 1964, Tambly and Brown, a consulting firm, suggested certain changes in the structure of the institution. In 1965, the Ford Foundation recommended that Shaw fashion a unique and innovative academic program. It was suggested that the restructuring would permit greater access to funding resources. During the fall of 1967, certain faculty members in the now-defunct Division of Social Sciences conceived of a program that would be interdisciplinary in nature, that would require the development of interpersonal sensitivity and field experience. The result was a major in Community Relations. Inspired by the advent of this major, several faculty members in the Social Science division wrote and circulated two proposals for faculty consideration: "Proposal for an Institute of Urban Relations", and "Proposed Reorganization of the Political Science Curriculum".

With these historical antecedents, a special conference, "The Negro College and the Urban Crisis", was convened in February 1968. Specialists in urban research, curriculum development, and community development were on the Shaw campus for three days. After the conference, the Shaw administration and Social Science faculty were convinced that a School of Urban Science should be established.

Although not willingly accepted, the recent economic cutbacks are for the most part understood by faculty and student. Much of the financial crisis was a result of rapid physical "re-construction" and too great a dependence on salary support from grants. The strategy presently employed has been to cut spending and to attempt to develop new financial resources. (Anticipated fund sources have been listed in Chapter II.) Grants are still being sought, but costing will be calculated to more accurately reflect both the University's overhead, and staff and faculty contracts resulting from the grants. The anticipated resources outlined in Chapter II also reflect greater alumni participation.

The most active grantsmanship is being undertaken by the Natural and Physical Sciences Department, which has submitted proposals to the National Science Foundation, National Institute of Mental Health, Environmental Protection Agency, and the Office of Education. Grants received will be used to strengthen existing science courses and to improve laboratory facilities. Currently, most Shaw science majors must enroll in courses at North Carolina State University (a member of Raleigh Cooperating Colleges) in order to meet requirements. The newest emphasis of the Science Department is in environmental protection and the health-manpower field. The Science Department is seeking $400,000 from NSF for improving facilities and curriculum, and $275,000 from NIMH for bio-medical support. The new direction of this department is toward current occupational areas and trends rather than pure science. There are 144 areas of service in the health-manpower field alone; if the grants are received and plans executed, new, rather than re-trained, instructional personnel will be needed. It is expected that the science faculty will double in the next year, when and if grants are received.

When Dr. Archie Hargraves was elected President of Shaw University in 1971, he inherited the mixed blessings of the Cheek brothers' administration.* On the one hand the creativity and dynamism of the Shaw Plan of Education, the construction of new buildings, and the creation of relevant departments (as defined by the Shaw Plan's philosophy) had set the university on a path to renewed academic promise. On the other, financial resources to sustain this effort had not been secured. Faced with the dilemma of raising funds to meet mortgage payments, finding philanthropists and donors to subsidize already constructed buildings and support a staff which grew with federal grants that were no longer available, the President called in the management firm of Lawson and Williams to help him find solutions. They recommended:

a. Reduction of faculty and staff in well-staffed areas;
b. Collection of overdue student accounts; and
c. Stoppage of work-study for students with delinquent bills.

Further recommendations were not revealed to the Abt field staff. However, the management consultants are still working with the President and his staff in evaluating the systems of management and personnel of each component of the university.

Dr. Hargraves explained the need for financial consultants in the following statement:

> "The problem with which we are faced now is how to do a better job of what our historical mission has always been. What does it really take to do our defined mission? What kind of management systems will insure the needed stability for us to accomplish this mission? It seems we need to control money rather than spending it at this point. The previous administration had more creativity than they had managerial control. The important questions for this administration to answer are: what would we do, for example, if we had only 50 core staff; what would we teach and what would be the product? You see, we are trying to ask questions and seek solutions to the fat in our courses and in our staff."

Overall, Shaw is presently considering various institutional changes.

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* Dr. King Cheek succeeded his brother Dr. James Cheek as President of Shaw University.

These are:

- Becoming a three-year college or communiversity in which the first year would be devoted to remedial education and to teaching "how to learn;" the second year to mastery of an area; and the third to a self-constructed project. Both the second and third years would involve cooperative education, with the student working in the Raleigh community to gain practical experience, as well as theoretical concepts in his chosen field.

- A return to a letter (A, B, C, F) grading system accompanied by a narrative is definitely planned for 1972-73. The rationale offered is that the pass-fail (P-F) system does not provide positive feedback to the students who need that type of traditional re-enforcement, especially during their first two years at college. Compulsory attendance will also be instituted.

- Duplication of content will be avoided where possible, through use of an interdisciplinary approach. (For example, the same laws of energy will not be re-taught in separate classes of physics, chemistry and biology.)

Aside from changes in context structure, Dr. Hargraves is very concerned with the training of competent faculty and staff. Although he did not elaborate on any specific training needs, he stated:

> "Today it seems that Black students are isolated by the lack of planning and seriousness. Where you are going with young Black students -- and where you want them to go -- is a serious set of questions we have to concern ourselves with. I strongly believe that the technological professions will get their adequate attention. This is why we are attempting to double our science staff next year. We're looking for guys who, for example, are devoted to getting students to master basic math, chemistry and physics. We have to do this, because we are not getting our students to be serious about . . . looking at our world and our situation and dealing operationally with our needs. To accomplish this, however, we've got to instill new trust and confidence in our faculty, but they've got to master the tools of their profession so they can teach."

The current priority objective for personnel training at Shaw is that the training act as a motivational mechanism and change agent. Dr. Hargraves will assume the role of academic leader, one not usually associated with a college president. A two-week faculty retreat is planned for next year to fill the gap created by the relative lack of communication between the faculty and administration. This training will attempt to create comprehensive thinking relating to planning, budgeting and programming.

The president and his staff seem to be fully aware of the impact the original Shaw Plan has had on faculty, staff and students. It is hoped that the New Shaw Plan (as outlined above) will overcome the anxieties and resistance to change which have surfaced and that Shaw can singularly devote its energies to optimizing the transformation of its students to socially prepared men and women.

THE WORCESTER CONSORTIUM
A CASE STUDY IN THE CONTEXT OF MANPOWER TRENDS IN HIGHER EDUCATION

PREFACE

A primary justification for the formation of higher education consortia is economy in manpower: why, after all, should neighboring colleges and universities maintain parallel administrative, and teaching staffs in every respect, when a judicious application of specialization and sharing could bring about both quantitative and qualitative benefits of scale? We might expect, therefore, that a successful, active consortium would reduce the traditional sorts of manpower problems that its members might experience. To the extent that the consortium itself becomes a super-university, on the other hand, we might expect that new problems would develop, peculiar to the task of managing such a diverse and dispersed educational enterprise and exploiting its synergistic possibilities. These new problems of administering a mature consortium might well spawn, in turn, new roles calling for new forms of training and retraining.

Perhaps because of the relative youth of the Worcester Consortium, or perhaps because of its limited budget and scope as a supra-IHE institution, we were unable to discern the emergence of any new super-administrative or managerial roles. And because our focus was on the Consortium rather than on its component IHE's, we are unable to advance any confident conclusions as to the training needs that might exist in those institutions. Insofar as our research in Worcester has been able to document, therefore, we must conclude that the trend toward the association of colleges and universities into consortia does not, *per se*, either aggravate or help solve the manpower training problems over which EPDA has given the Office of Education a mandate.

WORCESTER

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I: INTRODUCTION

A. History

Located 40 miles west of Boston, Worcester, Massachusetts has long been known as a major industrial center of the Northeast. Less well established, however, is its reputation as an educational center, though the presence of eleven institutions of higher education seems unusual for a city its size (1970 pop: 176,000). Approximately 15,000 full-time and 5,000 part-time students are enrolled at these eleven IHEs; and, if Chamber of Commerce projections can be believed, the 1980 projected enrollment for the four-year colleges is 30,000 students.

The historical roots of the Worcester Consortium for Higher Education are somewhat obscure; however, the presence of so many colleges in such close physical proximity is one obvious factor. According to several respondents, "It has always been seductive to speak of 'the University of Worcester'".

Up until 1965, however, there is little evidence of any development towards a consortium. In that year, Clifford Emery, the then-President of Worcester Junior College and General Stork, the then-President of Worcester Polytechnic Institute began a series of informal conversations aimed at discovering ways of fostering inter-institutional co-operation among the Worcester area colleges. Though it is not clear exactly what these two men had in mind, the conversations generated a "Committee of Seven", composed of the Presidents of the 6 four-year colleges, and President Emery of Worcester Junior College. Interestingly enough, the two-year colleges were not included at this stage, reportedly because the representatives of the 4-year colleges believed that their problems were different from those of the two-year colleges and that adequate representation for the two-year colleges was afforded by the presence of President Emery. Discussions about ways of cooperating continued for approximately two years, culminating in the hiring of a part-time consultant to serve as director. This director was successful in involving other college personnel (e.g., librarians, deans, etc.) in exploratory conversations, but few projects were begun until the hiring of a full-time director in 1970. In 1969, the Worcester Consortium for Higher Education was formed as a corporate entity, governed by a board of directors composed of the Presidents of ten IHEs in the Worcester area. (The University of Massachusetts Medical School did not become a full member until 1971).

B. The Member IHEs

1. Summary

As indicated by the following chart, the Worcester Consortium for Higher Education encompasses an unusual blend of colleges and universities. Bound by physical proximity, these institutions vary widely on three major dimensions. First, in terms of institutional governance, three are public (state-supported), three are Catholic, and five are private non-profit institutions. Type of curriculum is another dimension. Six are 4-year institutions, 4 are 2-year institutions and one is a four-year professional school. The third characteristic, size of enrollment, also indicates substantial variation. Five may be classified as large, while six schools may be classified as small.

Obviously, this diverse blend of institutional characteristics must be reflected in widely divergent institutional needs and goals. There are many difficulties in establishing viable mechanisms of inter-institutional cooperation. In order to understand the Consortium and its components, a brief description of each IHE, focusing on current situations and current problems, is provided.

TYPE OF CURRICULUM

TYPE OF GOVERNANCE		2-YEAR	4-YEAR	SIZE OF INSTITUTION
PUBLIC		....	University of Mass. Medical School	SMALL
		Quinsigamond Community College	Worcester State College	LARGE
PRIVATE		Becker Jr. College Leicester Jr. College Worcester Jr. College	....	SMALL
		....	Clark University Worcester Polytechnic Institute	LARGE
CATHOLIC		....	Anna Maria College Assumption College	SMALL
		....	College of the Holy Cross	LARGE

Anna Maria College

A. History

Anna Maria College was founded in 1946 by the Sisters of Saint Anne as a liberal arts college for women. The college moved to its present location in Paxton, Massachusetts in 1951. Full accreditation was granted in 1955 by the New England Association of Colleges and Secondary Schools.

B. Current Situation

Anna Maria College offers three types of baccalaureate degrees: (1) Bachelor of Arts, with concentrations in art, biology, chemistry, education [K-3], special education, english, french, history, mathematics, modern languages, music, sociology; (2) Bachelor of Music, and (3) Bachelor of Science in Medical Technology. The first two degree programs are based on the standard four-year curriculum of undergraduate institutions; the Bachelor of Science in Medical Technology degree includes a twelve-month internship in place of the senior year.

Anna Maria College is small, with a current (Fall, 1971) enrollment of 543 students (full-time equivalent), served by a teaching faculty of 33 and 8 administrators. Approximately 50% of the students are residents, and 50% commute. Except for an occasional Consortium student cross-registering at Anna Maria, the student population is exclusively female.

The College is located on a 293 acre former estate, and the physical plant includes 10 buildings currently, with a new library building scheduled for completion before 1975. Currently, the library collection consists of approximately 30,000 volumes.

C. Current Problems at the IHE

Like the private junior colleges, Anna Maria's major problem is a declining enrollment and the resultant financial difficulties. From

1968 to 1970, enrollment dropped about 18%, from 670 to 543 students. Sister Irene Socquet, the President of Anna Maria, attributed the drop in enrollment to several factors. First, the economic recession in Massachusetts has created more financial stress for families; hence, less money is available for college education. Sister Socquet cited a 30% decrease in commuter students and the growth of Quinsigamond Community College supports this explanation. One of the College's goals in seeking a 50/50 commuter/resident ratio is to guard against the impact of a regional recession. And so far, the resident population has given the enrollment more stability than would have occurred if the College's enrollment was more heavily commuter-oriented. Second, only about 70% of the entering freshmen graduate, while the overall rate is 90% and Anna Maria is having trouble finding freshmen. The absence of a co-ed atmosphere at Anna Maria, plus the shift of Assumption College and Holy Cross (formerly Catholic colleges for men) to a co-ed modality is exacerbating this problem. Third, the disillusionment with college following the Kent State debacle in the Spring of 1970 may be another negative factor. And fourth, the expansion of public higher education, particularly at Quinsigamond Community College and the projected undergraduate campus for the University of Massachusetts at Worcester is hurting private colleges, including Anna Maria.

Regarding the trend of decreasing enrollment, Sister Socquet expressed the opinion that on important questions like this, where communication among Consortium members fails, the Consortium should help fill the vacancies in the private colleges and change the mentality regarding the expansion of the public sector; however, little evidence of progress can be seen yet.

Sister Socquet feels that Anna Maria will continue to draw students in the face of the barriers mentioned above. She cited several program strengths at Anna Maria, including art, music, biology, english, special education and medical technology. The medical technology program is unique in the area, although Worcester Junior College offers a two-year program in the field. Whether these program strengths will sustain Anna Maria College through these current enrollment problems is unclear.

Assumption College

A. History

Assumption College was founded in 1904 by the Augustinians of the Assumption, a religious order of priests and brothers, as a college for men. Assumption is the only American College founded by this order, which operates 50 educational institutions in twenty-eight countries around the world. In 1917, Assumption was authorized by the Commonwealth of Massachusetts to grant the Bachelor of Arts degree and in 1950, a university charter was granted, giving it power to confer both the Master of Arts and Doctor of Philosophy degrees. (The latter degree has never been awarded.) An evening College and Graduate School were established in 1951, and in 1952, a Summer School was initiated. In 1968, Assumption became one of the first Catholic colleges to establish a Lay-Cleric Board of Trustees made up primarily of laymen, and in the same year, Assumption established a coordinate college for women, which opened in September, 1969 with a freshman class of 123. In 1971, the coordinate college for women was abolished, and women were admitted to Assumption as regular students.

B. Current Situation

Assumption College grants the Bachelor of Arts degree in 18 different areas including Foreign Affairs and Social Rehabilitation Services. In addition, Master of Arts degrees are awarded in seven areas, Master of Arts in Teaching are given in six areas, and beyond the Master degrees, Certificates of Advanced Studies are awarded in guidance and psychology and in Social and Rehabilitation Services.

In the Fall of 1970, a total of 1,580 students enrolled at Assumption, of which approximately 950 were full-time undergraduates, and the remainder were either part-time or full-time graduate students. Faculty numbered 67, including administrators.

The College's physical facilities extend over a 140 acre campus, established in 1956. Thirteen buildings including a 120,000 volume library and a modern language laboratory, comprise the school's physical plant.

Becker Junior College

A. History

Established in 1887, Becker Junior College has traditionally concentrated on business and secretarial science curricula, though its focus has expanded, particularly in recent years. In 1937, Becker established the first junior college journalism major offered in the East. In 1938, a program for medical secretarial training was initiated. A fashion retailing and design program was added in 1964. In 1968, three programs of study were established: Liberal Arts, Administrative Assistant and Business Education for teaching. Finally, in 1971, three more programs were added: Human Services, Health Services, and a Week-End College for Adults.

B. Current Situation

As mentioned above, Becker Junior College has traditionally been more of an "occupational" institution, than a "transfer" institution, such as Leicester Junior College. Only about 15% of Becker's students (primarily those in Liberal Arts) transfer to 4 year institutions compared to a 90% transfer rate for Leicester.

Becker is a private non-profit institution, governed by a Board of Trustees and authorized by the Commonwealth of Massachusetts to award the Associate of Science degree. Major programs include: Communication Media, Health Care Services, Human Services, Fashion, Retailing and Design, Liberal Arts, Management (including Accounting; Marketing and Personnel) and Secretarial (including Executive Secretarial, Legal Secretarial, Medical Secretarial, Business Education for Teaching and Administrative Assistant). Additionally, the College operates a Week-End College on a separate campus (which will be discussed in the next section).

An interesting feature at Becker Junior College (and one reflective of its business orientation) is the "Career Internship

Program." Designed to provide students in career programs with realistic work experience relevant to their field of study, the program lasts for one semester. During this period, students intern with local businesses and municipal organizations three days a week and spend the remaining two days a week on campus, in seminars or workshops. Currently, Becker is trying to arrange remuneration for students involved in this program.

In terms of enrollment, Becker Junior College is a relatively small school. In the fall of 1970, enrollment totaled 422 students, all of which were full-time and 88% of which were female. The staff includes 34 faculty members (16 full-time and 18 part-time) and 4 administrators. The physical plant includes 24 buildings, 15 of which are residence halls, reflecting the predominantly non-local character of its student body. Other facilities include the Alumni Library, housing approximately 10,000 volumes and a Communication Media Center, which includes a student-run radio station and a television production center.

C. Current Problems at the IHE

Again, the major problem appears to be a declining student enrollment. Between the fall of 1969 and the fall of 1970, Becker dropped from 603 to 422 students, a 30% decrease. In order to reverse this sharp decline in enrollment, Becker has adopted several strategies.

First, according to Lloyd Van Buskirk, Becker's President, Becker can capitalize on its role as an old, established 2 year business college by increasing the school's involvement in career-oriented programs and de-emphasizing liberal arts. An example of this strategy is the Business Education for Teaching program. Many four-year colleges have discontinued the first two years of training for students who want to teach business or secretarial courses; and still others have abandoned this training altogether. Therefore, the demand is ever increasing in this field. Other programs include the Health Care and Human Services programs which prepare individuals for careers as paraprofessionals.

President Van Buskirk also perceived that the Consortium could help to alleviate Becker's enrollment and financial problems, primarily through the sharing of faculty and Becker's participation in the Management of Health Enterprises program being initiated by the Consortium.

Another strategy to counter decreasing enrollment is the development of the "week-end college" concept. Conceived of as a means of assisting working adults in getting back to college, President Van Buskirk feels a week-end college is more convenient than evening classes for adults with families because the whole family can be involved. While adults are attending classes, their children are supervised by Career Interns.

The Week-End College is located on a separate campus in Rutland, purchased by Becker in 1968. The College is extremely flexible; the program runs from Friday evening through Sunday evening. The concept is centered around individualized instruction; hence, students can proceed at their own rate. Students enroll for one weekend at a time, whenever they want. About 100 students can be handled at one time, requiring a staff of about 12. Credit arrangements are flexible, with CLEP (College Level Examination Program) being used to evaluate incoming students and to test mastery of subjects completed. Courses are offered in the area of Business Administration and Liberal Arts, leading to an Associate of Science degree.

The introduction of the Week-end College highlights another problem at Becker, that of accreditation. Presently, Becker is accredited by the Accrediting Commission for Business Schools and is affiliated with the New England Association of Colleges and Secondary Schools in the category of Recognition of Candidacy for Accreditation. As mentioned previously, only about 15% of Becker's students transfer to a 4 year college, primarily students from the Liberal Arts program. President Van Buskirk does not think accreditation is really important, except for the transfer students. Liberal Arts is primarily a service program for the other programs at Becker and is being de-emphasized;

however, given the sharp enrollment decrease, Becker cannot afford to drop the program entirely. The problem is compounded, in Van Buskirk's opinion, by the disfavor with which accrediting bodies view experimental programs such as the Week-End College. Thus, because Becker cannot afford to lose the few Liberal Arts transfer students it has, it must downplay and keep separate the Week-End College in order not to jeopardize chances for accreditation.

It is too early to tell whether Becker's strategies to increase enrollment will prove effective, or whether the Consortium can be counted upon to help lessen the College's enrollment and financial crisis. The diversity of approaches, however, does indicate a reluctance to place all the eggs in one basket and may be an encouraging sign.

Clark University

A. History

Clark University was founded in 1887, thereby becoming the nation's second graduate school. In 1902 an undergraduate college for men was established, and in 1920, the graduate and undergraduate divisions were combined. Over the ensuing twenty years, the University expanded, the original three-year bachelor's curriculum was increased to four years and the Graduate School of Geography was founded, and in 1941 the University became coeducational. In the period from 1946 to the present, an Evening College was added, and the Heinz Werner Institute of Developmental Psychology was founded.

B. Current Situation

Clark University is a private non-profit institution governed by a board of trustees. At present, Clark offers baccalaureate degrees in eighteen fields of study. In the Graduate School, the Master's degree is offered in fifteen areas, and doctoral programs are offered in eleven fields, including a doctoral program leading to the Doctor of Education (Ed.D) degree. Current undergraduate cooperative programs include a major in fine arts offered in conjunction with the School of the Worcester Art Museum and a major in theater art offered in cooperation with the College of the Holy Cross and Assumption College.

In the Fall of 1970, Clark University had a total enrollment of 3,212 students, 1656 of which were undergraduate full-time and 263 of which were graduate full-time. Faculty numbered 133 full-time. The University is situated on a 35 acre campus and includes 25 buildings, the newest of which is the Goddard Library, housing 300,000 volumes and 50,000 maps and charts.

C. Current Problems at the IHE

Unfortunately, time limitations on the part of Clark University respondents prevented any direct discussion of problems which might relate to Clark's participation in the Consortium. However, based upon an overall assessment and numerous indirect discussions, the following points emerged.

First, Clark University is generally considered a high-quality, "elitist" private university. It is the only IHE in Worcester which provides a wide range of graduate courses and degree offerings. Except for Worcester State, it is the only IHE in Worcester which, under the Consortium cross-registration program (see Chapter II, section D.2) draws in far more students than it sends out. Thus, Clark University, in some ways, has the least to gain of all colleges in the Consortium. Its enrollment has not declined. Though it is relatively expensive, Assumption College, the College of the Holy Cross, and WPI are roughly comparable in cost. These schools, with the exception of Holy Cross, are likely to be hit by the financial problems plaguing private higher education. Thus, Clark, of all the private IHE's in the Consortium, appears to be the most secure. It also appears to be the institution least committed to the Consortium as a mechanism for fostering further inter-institutional co-operation. It substantially reduced its commitment to the Worcester Area Computing Center, a consortium project. Its faculty, partially out of somewhat justifiable academic snobbery, is resistant to the idea of inter-institutional cooperation in academic programs. One respondent cited Clark's resistance to the development of a consortium health sciences program and Clark's refusal to assist WPI in the establishment of a biology department. (On the other hand, Clark is cooperating in the development of a Management of Health Enterprises Concentration, sponsored by the Consortium.)

Second, Clark University, like other private IHEs in Worcester, is worried about the nature and extent of the development of the University of Massachusetts at Worcester. However, Clark, unlike other private IHE's can be hurt both at the graduate and undergraduate levels. Traditionally, one of Clark's strongest departments is its biology department. The anticipated development of a Ph.D. program in Human Biology and an undergraduate focus in health sciences could cause real damage. Unfortunately, as a small university, Clark lacks political clout and does not have a good bargaining position; particularly in dealing with a state-supported medical school (determined to exercise complete control over its courses and the granting of degrees). Whether or not this problem is resolved, it is clear that Clark University will have little, if any, direct say in its resolution.

The College of the Holy Cross

A. **History**

The College of the Holy Cross was founded in 1843 by the Most Rev. Benedict Joseph Fenwick, Second Bishop of Boston. The direction of the College was assigned to the Fathers of the Society of Jesus. Until 1865, degrees were conferred by Georgetown University; in that year, the College received its charter from the state and began granting its own degrees. From that period until the present, the College has experienced an almost unbroken pattern of steady and gradual growth. The College's first women students will be admitted in the Fall of 1972.

B. **Current Situation**

The College of the Holy Cross is a private non-profit institution governed by a board of trustees and affiliated with the Fathers of the Society of Jesus. Currently, the College offers a curriculum leading to the Bachelor of Arts (A.B.) degree with majors in sixteen fields of study. The College also has one graduate program, leading to a Master of Science degree in Chemistry. In conjunction with Clark University and Assumption College, a cooperative program in theater arts is offered.

In the Fall of 1970, Holy Cross enrolled 2,693 students, 2,608 of which were classified as undergraduate full-time students. The College employs a faculty of 225. In the Fall of 1972, Holy Cross will admit approximately 250 females out of a total freshman class of 650. Eventually the College hopes to have 40-45% female students. No increase in the size of the school is planned; thus, the increase in female students will cause a proportional reduction in the number of male students.

The Holy Cross campus is composed of 20 buildings, the newest of which is the Hogan Campus Center, completed in 1967. The library contains more than 260,000 volumes.

Internally, Holy Cross' central governing body is the Faculty-Student Assembly, which is three years old. Under this system, some students are appointed by virtue of leadership positions and others are elected by members of their residential halls. Thus far, the Assembly appears to have been somewhat successful; the Assembly reshaped the curriculum into a 4 course/semester program and dropped the basic core curriculum requirements. The Assembly also started the Center for Experimental Studies; a limited honors program based upon tutorials and independent study.

C. Current Problems at the IHE

Unfortunately, time limitations prevented the direct discussion of problems which might relate to the College's participation in the Consortium. However, one respondent mentioned the problem of institutional pride among faculty (both at Holy Cross and other schools) as a major problem and the desire of institutions to have shared facilities located on their own campuses. Apparently, the latter problem prevented the sharing of an electron microscope -- an expensive piece of equipment.

Leicester Junior College

A. History

Leicester Junior College traces its history back to colonial times, when Leicester Academy was granted a charter on March 23, 1784, signed by John Hancock, Governor and Samuel Adams, President of the Senate. In 1939, Leicester was granted the right to become a junior college and to award associate degrees. In 1969, the College became co-educational, with the admission of the first women students.

B. Current Situation

Leicester Junior College is exclusively a "transfer" institution, that is, no vocational or occupational courses are offered, and students are expected to transfer to a 4 year institution upon graduation. (Approximately 90% of Leicester's graduates do transfer to a 4 year college.) Three major program areas are offered: (1) Liberal Arts - leading to an Associate of Arts degree in Liberal Arts and designed for those students who plan to continue study for a Bachelor of Arts degree, (2) General Studies - leading to an Associate of Arts degree in General Studies - and designed for those students who plan to continue working toward a Bachelor of Science degree, and (3) Business Administration - leading to an Associate of Science degree in Business Administration and designed to prepare students for a business career or continuance at a 4 year college.

In addition, Leicester offers an optional five-week summer program open to incoming students at Leicester and at other colleges. The overall goal of the program is to enable students to learn how to learn. More specifically, the "College Transition Program" is designed to: (1) better the student's understanding of college life, of himself and of his abilities and goals; (2) improve the student's skills in reading, listening, writing and vocabulary; and (3) introduce the student to college level work through "An Introduction to the Humanities," a course applicable toward the degree requirement at Leicester and other colleges. Enrollment in the program is generally quite small; 18 attended in the summer of 1970.

Leicester Junior College is a small school; 334 full-time students were enrolled in the fall of 1970. Few, if any, part-time students attend, and no evening courses are offered. The college is staffed by 24 faculty members (18 full-time and 6 part-time) and 8 administrators. The College's physical facilities consist of 20 buildings spread over a 70 acre campus. Since about 85% of Leicester's students are residents, a number of these buildings serve as dormitories. Major academic facilities include a 30,000 volume library and a new Academic Center, completed in 1970, which includes classrooms, a teaching auditorium, a science wing and a language lab. In developing the language lab, Leicester Junior College worked out an inter-institutional arrangement with Clark University, whereby all major equipment for the language lab was placed at Clark, and lab work was conducted using phone lines from Clark. In this way, Leicester saved money by not having to hire a Technician to maintain the equipment and Clark increased its language facilities at no extra cost.

C. Current Problems at the IHE

Like the other two private junior colleges in the Worcester area, (Worcester Junior College and Becker Junior College), Leicester's major problem is a declining enrollment, though the decline began more recently at Leicester. Between October, 1969 and October, 1970, Leicester Junior College actually registered a slight increase in students, from 314 to 334, or a gain of 6%. However, in the fall of 1971, enrollment dropped to approximately 250, a decrease of 25%. Henry Borger, the President of Leicester, attributed the loss to parallel decreases in both new students and returning students. In terms of the drop in new students, he cited general economic conditions as making the cost differential between public and private schools more noticeable. Leicester charges $1,700 per academic year for tuition; as noted before, public colleges charge only $400 per academic year. However, unlike Worcester Junior

College, Leicester's enrollment has not been much affected by the growth of Quinsigamond Community College. As noted above, 85% of Leicester's students are residents (i.e., not from the Worcester area), being drawn primarily from Massachusetts, Connecticut, New York, and New Jersey. President Borger also admitted that the possibility of complacency on the part of Leicester's admissions office might have contributed to the recent decline since Leicester had managed to sustain its enrollment while Becker Junior College and Worcester Junior College were losing students.

Another reason cited for the decline in both new and returning students was that many 4 year colleges were also experiencing declining enrollments, and consequently, admission standards were being lowered. Since approximately 90% of Leicester's graduates go on to 4 year colleges anyway, many students transferred to 4 year colleges after one year, and many potential new students went to 4 year colleges rather than come to Leicester.

At this time, preliminary indications are that enrollment may increase next year. To reverse the enrollment decline, Leicester is beginning to focus on specific subject areas more. For example, in the summer, an orientation towards environmental and ecological studies is evolving. In the social sciences, the push is towards practical, "hands-on" experience. (Leicester currently has about 40 students involved in volunteer work with various social agencies.) Programs in theater and fine arts are being expanded. Dr. Borger expressed the opinion that Leicester's increasing speciality is designed to give the curriculum more occupational relevance, but the aim was not to develop terminal programs. Of course, it is too early to assess the effectiveness of these strategies. Interestingly, Leicester, like Worcester Junior College does not see the Consortium as a major source of help in meeting the problem of a decreasing enrollment. For this reason, the College, whether through desire or necessity, is developing its own strategies.

University of Massachusetts Medical School

A. History

The Medical School was authorized by an act of the legislature in 1962. In 1965, Worcester was chosen as the location for the Medical School, and in September, 1970, the school first opened.

Initially it was intended to be the third branch campus of the University of Massachusetts, providing undergraduate and graduate instruction as well as a medical school curriculum. The future development of the former two phases is unclear at this time (June, 1971). Present indications are that the undergraduate campus, when set up, will have a health sciences orientation: a School of Allied Health Sciences. Additional plans under discussion include a School of Veterinary Medicine, a School of Nursing and a School of Public Health. However, these plans are still highly tentative, and the development of the Medical School appears to be the only present objective.

B. Current Situation

The University of Massachusetts Medical School offers the standard 4 year medical curriculum, leading to the M.D. degree. The school includes eight departments (Anatomy, Biochemistry, Community Medicine, Medicine, Microbiology, Pathology, Physiology, and Surgery) plus a course in Pharmacology. In addition, a Department of Psychiatry is in the developmental stage, though no chairman has been located yet. Development of M.S. and Ph.D programs in the basic medical sciences is planned: the first most likely to be initiated being the Ph.D. program in Human Biology.

In the fall of 1970, sixteen students attended the first class. Classes commencing in the fall of 1971 and 1972 numbered 24 students each. Presently, class size is limited by lack of facilities. However, upon completion of the new Medical Sciences Building in 1974, it is anticipated that the school will be expanded to accomodate 100 students per class.

Current facilities include one all-purpose building containing laboratories, classrooms, library facilities, and administrative offices. The Medical Sciences Building, scheduled for completion in 1974, will house student laboratories, lecture halls, the library and the basic science and clinical science departments. At present, the library facilities can hold about 10,000 volumes; however, approximately 45,000 volumes (periodicals and books) are being stored until the new library (with a capacity of 100,000 volumes) opens. At that time, the Worcester District Medical Society plans to merge its holdings with the Medical School. Additional facilities to be built include a 400 bed University Hospital scheduled to open in 1975. Affiliation agreements with other hospitals are being developed, and clinical teaching sessions have been held at St. Vincent Hospital, Worcester City Hospital, and Worcester Memorial Hospital.

C. Current Problems at the IHE

Most of the problems at the Medical School can be traced to the start-up difficulties endemic to any new institution. Of course, the difficulty and expense of starting a medical school from scratch is substantially greater than for other types of institutions. As a state-supported institution, the Medical School is dependent upon the actions of the state legislature, and while support has not been withold, it has not been copious. While our data is not adequate to make firm statements, the following factors should be noted. First, the private medical schools in Massachusetts were opposed to the development of a state-supported medical school, not a surprising position for them to take. Second, financial aid for the first class of medical students was extremely limited. However, availability may have improved over the past two years. Third, there are indications that the Medical School is not getting the amount of funding that it needs for additional manpower and further development. The lack of a chairman for the

Psychiatry Department, mentioned above, is apparently at least partially attributable to difficulties in getting adequate funding for the development of a Psychiatry Department.

Finally, the ambiguity regarding the nature and extent of development of the University of Massachusetts at Worcester is perhaps indicative of (and/or responsible for) internal and external political problems. Internally, the governance of the campus is an issue. At present, the Medical School has a separate budget and administrative structure. However, the development of other components (e.g. School of Public Health, undergraduate school, etc.) of the campus might reduce the autonomous position of the Medical School by integrating it under one director. This is opposed by the Dean of the Medical School. Externally, the private IHEs in the Worcester area are worried about the presence of a large undergraduate campus with an ultimate projected enrollment of 5,000 severly cutting into their pool of prospective students.

The resolution of these problems is difficult to predict. However, their outcome will undoubtedly influence other IHEs and the development of the Worcester Consortium.

Quinsigamond Community College

A. History

Quinsigamond Community College was established on February 1, 1963 by the Massachusetts Board of Regional Community Colleges as the sixth of the now thirteen Massachusetts community colleges.

Since renovations to the campus buildings were not completed for the opening of the College in September, 1963, the College of the Holy Cross offered to share facilities; thus, the Holy Cross campus served as a basis of operation for the first academic year. The college moved into its permanent quarters in September of 1964 to begin its second year. An additional campus was acquired in the Fall of 1970 to accommodate the rapidly growing student body.

B. Current Situation

Quinsigamond Community College offers both transfer and career program curricula, and is authorized to grant Associate of Arts degrees in: (1) Liberal Arts and Sciences - transfer program and (2) General Studies - career program and Associate in Science degrees in (a) Basic Engineering, Business Administration, and Executive-Secretarial Studies - transfer and (b) Allied Health Technology, Business Administration, Engineering Technology, Fire Science and Law Enforcement - career programs.

Additionally, Quinsigamond has an extensive program in continuing education, operated through its Center for Continuing Education and Community Services; this includes the Evening and Summer Divisions.

As might be expected, Quinsigamond Community College is by far the largest of the 4 junior colleges in the Worcester area, and has grown rapidly. Total enrollment in the fall of 1970 was 3,218 students. Of this number, 1,428 were enrolled in the day division (1,367 full-time and 61 part-time) and 1,790 were enrolled in the evening division. In addition, the 1970 summer session drew 1,979 students. To serve these students, Quinsigamond employs a faculty of 89 (75 full-time and 14 part-time) and 14 administrators.

The College's physical facilities are divided between two campuses - the Greendale campus and the Belmont Street campus. Facilities include a library, housing approximately 20,000 volumes, and an Instructional Media Center, which provides audio-visual instructional materials and equipment for classroom use, as well as student training in the use of audio-visual equipment.

C. Current Problems at the IHE

The extremely rapid growth of Quinsigamond Community College has created several problems (though they are problems the private junior colleges would welcome). From the fall of 1968 to the fall of 1971, enrollment increased approximately 27% in the day division, from 1,310 students to 1,662 students. More significantly, over the same period of time, applications increased 59%, from 1,450 in 1968 to 2,298 in 1971. And, according to Paul Preuss, President of Quinsigamond, for the fall of 1972 there will be 3,000 applications for 800 slots. With the addition of a new campus, enrollment can be expected to increase, since cramped facilities held enrollment static for three years.

Several types of strain currently exist, primarily with regard to administrative and other supportive staff. Rather favorable faculty (student) ratios have been maintained, including a 1 to 18 ratio in liberal arts, 1 to 15 in technology, and a 1 to 10 in nursing and allied health programs. In teaching, the major problem has been to provide a quality liberal arts curriculum so that students in the transfer program will not be at a disadvantage, yet students without adequate preparation will not be left behind. The solution to this problem was the development of a general studies curriculum in Liberal Arts which allows fewer courses and stresses practical applications. This curriculum requires different types of teaching skills, primarily those with remedial components, such as remedial reading and remedial math. President Preuss credits the introduction of the general studies curriculum with the decrease in Quinsigamond's dropout rate, from 50% in the early years to its current level of 10-15%.

Current staffing needs include the need for all types of counselors. Quinsigamond has no placement officer to assist graduates in locating jobs. Currently, there are only 3 full-time counselors for personal problems. President Preuss estimates he needs at least 2 more counselors in order to achieve a desired 300 to 1 ratio. A Dean of Administration is needed to handle the numerous administrative arrangements. In terms of non-professional staff, more secretaries are needed for the faculty and bookkeeping help is required.

Finally, the lack of state support for continuing education, while not a major problem, causes administrative problems. Since continuing education must be self-supporting, it requires a separate administrative structure and financial operation.

Worcester Junior College

A. History

The beginning of Worcester Junior College can be traced back to 1888 when the Worcester YMCA first offered classes in music, bookkeeping, and modern languages. The first formal courses were established in 1905.

From 1917 to 1926, Northeastern University of Boston, recognizing the need for more college level opportunities in the Worcester area, operated an evening (satellite) division at the YMCA. It began with courses in commerce and finance, and later a program in law was developed. Enrollments grew and additional courses were added. The entire curriculum was consolidated into the Worcester YMCA Institute in 1926. In 1938, the Governing Board of the Educational Division of the YMCA obtained a charter from the Massachusetts State Legislature to form Worcester Junior College.

Worcester Junior College operated exclusively as an Evening College until 1946 when the educational needs of returning World War II veterans led to the formation of the Day division. The first commencement for both the day and evening divisions was held in 1948.

In 1951, Worcester Junior College was accredited by the New England Association of Colleges and Secondary Schools, and in 1962, the YMCA's involvement officially ended and Worcester Junior College became a separate corporate entity, governed by a board of trustees.

B. Current Situation

At present, Worcester Junior College offers three major courses of study leading to Associate degrees, Business Administration, Engineering and Liberal Arts. In addition, the College offers a number of special programs, including aviation, banking, data processing, library technology, medical technology, and preoptometry, as well as a variety of evening courses.

In the fall of 1971, Worcester Junior College formed the Central New England College of Technology, offering the third and fourth years of study in Engineering Technology, leading to the degree of Bachelor of Engineering Technology. Within the next year, Worcester Junior College also hopes to add a similar program in business administration. In October, 1970, Worcester Junior College had a total enrollment (full-time and part-time) of 2,225 students, served by a faculty of 116 (47 full-time and 64 part-time) and an administrative staff of 12. The college is housed in four buildings, the newest of which is the Academic Center, completed in 1965 and housing a 24,000 volume library, as well as classroom, laboratory and office space.

C. Current Problems at the IHE

The major problem at Worcester Junior College appears to be a declining enrollment. Between October, 1969 and October, 1970 total enrollment dropped from 3,002 to 2,225, a decrease of about 26%. Though all three private junior colleges in the Worcester area (Becker, Leicester, and Worcester) are experiencing declining enrollments, Worcester Junior College has been hurt most by the growth of Quinsigamond Community College (the public junior college) because, traditionally, Worcester Junior College filled the educational void created by the lack of public higher education in the Worcester area, and served a commuter population. However, Worcester Junior College, with a tuition rate of $950 per academic year cannot hope to compete successfully on a financial basis with Quinsigamond, which charges $400 per academic year.

Thus far, the major response of Worcester Junior College has been the creation of the Central New England College of Technology to provide upper level instruction and Bachelor's degrees in engineering technology. The expressed needs of local industry for this type of program was a major factor in its inception. It is hoped that this program will attract both their own students, and transfer students from other junior colleges, including Quinsigamond.

The program does not overlap with programs offered at Worcester Polytechnic Institute, due to its practical focus rather than the more theoretical orientation of WPI. In fact, WPI reportedly considered offering the program, but decided against it.

It is unclear whether the upper level Engineering Technology program and the planned business administration program will help reduce the decreasing enrollment problem. As will be discussed later, Worcester Junior College does not expect the Consortium to provide any substantial economics in operation which might alleviate the financial burden posed by a declining enrollment.

Worcester Polytechnic Institute

A. History

Worcester Polytechnic Institute was founded in 1865 as the Worcester County Free Institute of Industrial Science. Initially, the major educational orientation was the development of a program combining scientific and technical studies with practical work in model industrial shops. With the decreasing need for practical shop courses, WPI has shifted its curriculum emphasis over the years, and now offers both traditional programs in engineering and science and a new program, known as the "WPI Plan", which is individualized and makes extensive use of projects, tutorials, independent study and a comprehensive evaluation to meet a student's educational needs.

B. Current Situation

Worcester Polytechnic Institute is a privately endowed, privately operated college governed by a Board of Trustees. WPI offers the Bachelor of Science (B.S.) degree in twelve fields, the Master of Science (M.S.) degree in eleven fields, and the Doctor of Philosophy (Ph.D.) degree in six fields. As one would expect, most of the above fields of study can be classified as engineering or science programs.

In the fall of 1970, a total of 2,208 students enrolled at WPI, 1,792 of which were classified as full-time undergraduates. Not suprisingly, all but 75 students were men, though the number of women has increased gradually since the school became co-educational in 1968. Total faculty numbered 160.

WPI is located at a 45-acre site near downtown Worcester. Half of the campus buildings have been built within the past twenty years, the most impressive of which is the George C. Gordan library containing 75,000 volumes and a 250,000 item collection of technical reports and microfilms. The library also houses WPI's computer facilities, which are provided as part of the Worcester Area College Computation Center. Special technically oriented facilities include a 10 kw open pool nuclear reactor and a 2 million volt Van De Graff accelerator. In addition, WPI owns a 227-acre tract in Holden, where the Alden Research Laboratories, a complex of 26 buildings, are located. Research on hydraulics and fluid flow are conducted here.

C. Current Problems at the IHE

Unfortunately, no information was gathered regarding problems which might relate to WPI's participation in the Consortium. However, it should be noted that WPI has traditionally been one of the staunchest supporters of the Consortium, and its presence in Consortium activities is very visible, represented by the location of the Consortium offices, the Consortium computing facilities and the Consortium Inter-Library Loan program headquarters on the WPI campus. Their continued support is perhaps most critical for the continued development of the Consortium.

Worcester State College

A. History

Worcester State College was founded in 1874 as a state normal school and became a state teachers college in 1932. In 1960, a liberal arts curriculum was added and the name changed to Worcester State College. In 1932, the College moved to its present location, a fifty acre site in northwestern Worcester.

B. Current Situation

Worcester State College offers both liberal arts and professional education curricula at the undergraduate level and grants both Bachelor of Science in Education and Bachelor of Arts degrees. Master of Education degrees are granted by the graduate division of the Program of Continuing Studies.

In the fall of 1970, a total of 2,733 full-time undergraduate students were enrolled, plus 1,061 extension students in the Program of Continuing Studies. Total enrollment increased 26% from 1969-1970. In terms of total enrollment (not necessarily full-time equivalent [FTE] enrollment) Worcester State College is the largest of the 11 IHEs in the Worcester Area. To serve these students, Worcester State College employs a faculty of 123.

Physical facilities include an Administration Building, a Gym-Library Building, a Science Building, a College Theater, and the new Learning Resources Center, completed in 1971. In 1967, the Library collection included 55,000 volumes; however, the opening of the Learning Resources Center in 1971 has considerably expanded the number and type of library materials available.

C. Current Problems at the IHE

The major problem at Worcester State College appears to be an "identity crisis" compounded by rapid growth. Traditionally a teachers college, Worcester State is struggling with the problems of transition to an all-purpose college. Established in 1960, the liberal arts curriculum has been shifting from its former position as a service arm of the education program to a more substantial independent role. Concomitant with this change is a shift away from a commuter student base with 90% of the students from Worcester County to a residence college as well. (The College's first residence hall is scheduled to open in the fall of 1972). Not surprisingly, the extent and rapidity of these institutional changes have created resistance among some of the older, more established faculty, primarily those teaching in the education program. The younger faculty members, mainly those affiliated with the liberal arts program, tend to be more accommodating to the changes and, in fact, seem to be creating some of the pressure for change. Given the progressive orientation of the top administrators, the final outcome of the conflict is not really in doubt; however, the strains are likely to continue for some time, and the possibility of more severe conflict and dissension cannot be ruled out.

Reluctance to become further involved in the Consortium is an obvious by-product of this conflict over the identity and role of the school. For example, when Worcester State College and Clark University established a joint appointment in film studies, at the behest of the President of Worcester State College, the faculty base was placed at Worcester State College and a Screen Study Center was established. However, enrollment figures indicate that despite the fact that 2/3 of the joint appointment was paid by Worcester State, Clark University students were represented far more heavily than their counterparts at Worcester State. In one course, 240 students were enrolled from Clark University and only 6 were enrolled from WSC. A course in screen education, taught by the joint appointee whose field was primary and secondary schools screen education, drew only one student from the education program at WSC. Indications are that despite the active and vocal support for the Consortium at the top administrative level, Worcester State College's role and participation in the Consortium is likely to remain limited until some of its internal conflicts lessen.

II: THE WORCESTER CONSORTIUM

A. Goals and Purposes

On July 29, 1969 the Worcester Consortium for Higher Education was established as a corporate entity. The Articles of Organization listed three objectives:

(1) to explore and effect ways to broaden and enrich academic programs for faculties and students;

(2) to expand continuing educational opportunities and public service activities;

(3) to effect fiscal efficiency through comprehensive cooperative purchasing programs and information management systems.

Interestingly, these goals and purposes parallel Provo's (1972)[1] findings regarding the major objectives for bilateral cooperative ventures. A survey of fifty institutions engaged in bilateral cooperative agreements found that "more effective utilization of resources and either improved or expanded opportunities for the students" was the most common stated objective, followed by program enrichment, reduction of duplicate offerings, economy of operation, sharing of specialists and lecturers. "Minor" (i.e., less common) objectives included community service, stimulation of administration and faculty to do long range educational planning, reduction of immediate operational problems, and fund raising.

Most of these objectives were mentioned by one or more respondents in our study, though the data is confounded somewhat by the fact that six out of the original ten directors of the Consortium (i.e., the member IHE presidents) have left office, and only one was available for interviewing. However, it appears that no one institution had definite goals or objectives in mind initially, other than the general objectives listed above; most commonly the enrichment of academic programs and an increase in fiscal efficiency.

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[1] Provo, p. 81.

B. Consortium Organization

The Worcester Consortium is ruled by a Board of Directors, composed of the Presidents or chief executive officers of each of the member IHEs. Though other members may be elected to the Board of Directors, up until now, none have been. In addition to the 11 full members of the Consortium (the eleven IHEs described in Chapter I, Section B), the Consortium includes a number of "associate members." Non-voting associate membership may be granted to "educational, cultural, research, historical, scientific, health and similar institutions and associations." Currently there are eight associate members.

The Board of Directors is responsible for the selection of an executive director who serves as chief administrative officer of the Consortium and is responsible for the conduct of day-to-day affairs, the coordination of Consortium programs and projects, and the preparation of the annual budget. A number of committees also are provided for in the Consortium By-Laws, but most of the Consortium activity seems to center around the executive director and the Board of Directors.

According to the Consortium By-Laws, the Board of Directors must meet at least annually, but generally the Board meets once a month on a regular basis. Other groups which meet on a less regular basis include: 1) registrars, 2) student personnel affairs, 3) purchasing agents, 4) business officers, 5) academic deans, 6) librarians, 7) alumni secretaries, 8) audio-visual specialists, 9) evening college directors, 10) public relations officers, and 11) the Media Council.

The Executive Director of the Consortium is Lawrence Fox, and his staff includes an administrative assistant and a secretary. Together, they comprise the paid staff of the Consortium.

C. Budget and Financing

According to the Executive Director, Larry Fox, the Consortium's annual operating budget has remained constant at around $50,000 from 1967-1972. Income is from two sources primarily: 20% foundation (including some unspecified federal money) and approximately 80% member IHEs. (Associate members are not required to provide financial support, except for participation in various special projects.) Membership fees are assessed on the basis of enrollment size and type of institution (2-year or 4-year college). In addition, member IHEs provide funds for special projects, such as the inter-library program. Basic major expenditures include Consortium staff salaries. Office space, equipment and overhead are donated by Worcester Polytechnic Institute.

D. Current State of the Scenario

The Consortium Articles of Organization, mentioned earlier, listed three major objectives, which can be summarized as enrichment of academic programs, expansion of continuing education and public service activities, and increased fiscal efficiency. The sections below describe a few selected Consortium programs, classified by intended objective. Of course, the objectives are not mutually exclusive, and a given program may meet more than one objective; however, the classification is intended to characteristically indicate the major, or dominant, objective. Naturally, the Consortium had instituted many programs which are not described here; however, the programs included provide some measure of the size, scope and diversity of the Consortium's activities (and some of the major problems).

1. Screen Study Program

This program was actually a bilateral arrangement developed between Clark University and Worcester State College. In 1970 these two institutions established a joint appointment in film studies, the purpose of which was to explore and aid in the development of film and television study ("screen education") for the area served by the Consortium. The Consortium's involvement stems from the participation of Larry Fox, Executive Director, in the location of the appointee and from the involvement of Consortium students through the cross-registration program.

The appointee, Anthony J. Hodgkinson, an international authority in screen education (particularly primary and secondary school screen education), was given a 1/3 appointment at Clark University and a 2/3 appointment at Worcester State College. Apparently, neither institution had any definite plans for the development of film studies; thus Professor Hodgkinson was allowed to develop his own program, subject to rather severe financial constraints.

Courses were provided in three areas: (1) production and theory, (2) survey and study, and (3) screen education. Through the Consortium cross-registration scheme, students at any of the member institutions could register for screen courses, regardless of where these courses were taught. In addition, a Screen Study Center was established to serve as a base for the coordination and further development of screen study at the member institutions.

The joint appointment lasted for two years; expectations now are that the Screen Study Center will gradually be phased out, though Worcester State College may hire a replacement for Professor Hodgkinson. Beginning this fall (1972) Hodgkinson will be Associate Chairman of Film Studies at Clark University. (Clark University is currently revising its fine arts department into a Department of Visual and Performing Arts.) The sections below detail some of the problems, pitfalls and successes of this program.

a. Needs. Prior to the establishment of a joint appointment, no film studies specialists existed in the Worcester area. Almost no facilities or equipment were available for film production, and other film-related courses were minimal. This situation alone indicates definite need; however, when contrasted with the growing role of screen studies in higher education, the need becomes more obvious.[1] The establishment of a film studies program, however, generates its own needs, the most critical of which are financial. As stated above, the almost total absence of film production facilities was the most critical problem in the Worcester area.

However, this area of film studies is most expensive, due to the cost of film facilities (i.e., studios, darkrooms, etc.) and equipment. Furthermore, as Professor Hodgkinson pointed out, extended production capabilities without the backing of screen study and screen education courses is fruitless. Thus, the beginning of a film studies program in the Worcester area created substantial financial needs.

b. Problems. As one might expect, the major problem in this program was a lack of adequate financial resources. Initially, Worcester State College was to provide $10,000 for the purchase of basic Super-8 film equipment. However, various bureaucratic snarls and delays resulted in only half this amount becoming available. Workshop facilities were provided by the Worcester Art Museum. No money was provided by other Consortium institutions, which prevented the establishment of a working budget. The Screen Study Center was intended originally to be a cooperative arrangement among all interested member institutions. Each institution would contribute to the Center according to the number of students utilizing Center resources and taking Center courses. Unfortunately, at this time the free cross-registration program was being developed and rather than complicate these plans, the plans for the Center were dropped.

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[1] According to Professor Hodgkinson, the number of IHEs offering courses in film studies has increased from about 300 to 900 over the past ten years.

Additional problems included the lack of enthusiasm at Worcester State College for screen education, despite the interest and commitment of Worcester State College's President, and the difficulty in providing equitable pension and other benefits to a joint appointee.

c. Planning. During the two-year period of the joint appointment, considerable planning was done, most of which proved fruitless. In addition to (and in conjunction with) Professor Hodgkinson, planning was conducted by a committee composed of one faculty member and one student from each college. This committee secured general approval at the various colleges for the Screen Study Center until plans were shelved by the cross-registration scheme. At this point, the committee became the Worcester Area Screen Media Council, with the addition of the Worcester Public Library, and the emphasis was shifted to other areas, including the development of film and video capabilities at the Library, the involvement of Consortium students in community projects (e.g., Model Cities) in film-related activities and the struggle to assure community access to cable television in the Worcester area.

Other plans included the development of a degree program in communication study at Worcester State College. This program would have been developed out of the screen studies program and, while based at Worcester State College, the course would have been open to Consortium students. Unfortunately, plans for this program had to be discarded when attempts to get outside funding failed.

Currently, few, if any, plans seem to be afoot in this area. Professor Hodgkinson, as mentioned earlier, has accepted an appointment at Clark University beginning this fall (1972). Production facilities will remain at Worcester State College, however, so continued cooperation in some degree is assured. Professor Hodgkinson expressed the opinion that perhaps Worcester State College will get someone else to take his place there; however, this is not definite.

2. Cross-Registration

Until last fall, registering for courses at other area IHEs was a cumbersome administrative process, enormously complicated by the problem of transferring funds among member IHEs according to the varying tuition rates charged by the institutions. Consequently, cross-registration among colleges was restricted to determined students or students in joint programs (such as the Theater Arts Program offered by Clark, Holy Cross and Assumption).

Beginning in September, 1971, however, the Consortium began a two-year experimental program in cross-registration at no charge to students or colleges. Initially, the program was restricted to full-time day students, but the program may be extended to the Evening Colleges this fall (1972). The regulations are still somewhat involved, but seem to center on available space and prerequisites. Any full-time day student is eligible to take one cross-registered day course per semester (exceptions may be made by the Academic Dean at the student's home institution). To cross-register, a student must first obtain permission from his home institution. Then, provided he meets the appropriate prerequisites and space in the course is available, he may cross-register. Final veto or approval rests with the course instructor.

Thus far, the increase in cross-registration, both in the number of students and the number of credit hours, has been impressive. An examination of Table 1 below indicates several patterns.

Table 1

Academic Year	# of students	# of credit hours	M # of students	M # of credit hrs.
68-69 Fall	108	428	102.0	376.5
Spring	96	325		
69-70 Fall	173	592	204.5	679
Spring	236	766		
70-71 Fall	177	589	218.0	734
Spring	259	879		
No-charge plan introduced				
71-72 Fall	268	937	345.5	1210.75
Spring	423	1484½		

Compared to the three previous years, cross-registration in the first year of the no-charge plan (71-72) increased 98% in terms of number of students cross-registered and 103% in terms of credit hours. However, two conditions should be noted. First, cross-registration doubled after the first year, then held constant for two years. Second, cross-registration shows some seasonal fluctuations: generally an increase from Fall term to Spring term. Using the academic year 1970-71 as the baseline for comparison, cross-registration increased 59% in number of students and 65% in number of credit hours, still a sizeable increase. Whether cross-registration will continue to increase this Fall or "plane off" is difficult to ascertain; however, given the Consortium's efforts to provide cross-registration foci (see Planning section -- Management of Health Enterprises), further increases seem probable.

a. Needs. The success of the no-charge cross-registration plan has indicated at least two needs. First, the cross-registration process is essentially random now, and dependent upon student initiative and knowledge of other IHE programs and course offerings. Each registrar has a copy of the course catalogues and schedules for the other IHEs; thus, the student must go there to examine these source materials. Then, he must ascertain whether the course is limited in size and whether his past courses are acceptable prerequisites. Finally, he must get approval from his own institution and the host institution before he can register for the course. Taken together, this process is laborious and time-consuming. There has been some talk of a Consortium catalogue, but the feasibility of this development is quite obviously limited. At the very least, the process needs further streamlining to increase its accessibility. Second, the member IHEs have different schedules, terms, vacations, etc., an additional problem for cross-registered students. There is some evidence, however, of a move toward more compatible terms and schedules among the various colleges.

b. Problems. The introduction of the no-charge cross-registration plan has generated (or is likely to generate) one major problem -- imbalance among schools. As mentioned earlier, the Worcester Consortium is a peculiar blend of public and private 2-year and 4-year, and large and small institutions. Tuition and fees vary tremendously, from $200/year at WSC and Quinsigamond to $2600 at Clark University. As long as cross-registration remains relatively small (423 students out of approximately 15,000 in the Worcester area is a small number) and no serious imbalances occur, this problem is not likely to become serious. However, as Table 2 below indicates, imbalances are already in evidence.

Table 2

Spring 1972 -- Cross-Registration

	# students from	# students to
Anna Maria	10	8
Assumption	82	21
Becker Junior College	0	4
Clark University	62	136
Holy Cross	83	78
Leicester Junior	2	2
Quinsigamond	24	9
Worcester Junior	28	10
WPI	84	57
WSC	46	91

Of course, these figures are for only one semester and mask somewhat the special programs such as the Theater Arts program between Clark, Holy Cross and Assumption, but two trends are clear. One, the two-year colleges are, as yet, not fully involved in cross-registration, perhaps partially because, except for Quinsigamond, they are relatively small schools and cross-registration is more likely to occur among four-year colleges where more electives are available. Second, Clark University is sending out only one-half as many students as are coming in; thus, it is at somewhat of a disadvantage. Of course, the reasons are difficult to untangle, since it may be that the Consortium is not pushed as heavily at Clark as at other IHEs (there is some evidence to support this -- see Chapter I, Clark University section) or that the Theater Arts program is attracting most of these students. However, regarding the latter, if the cross-registration figures for Assumption and Holy Cross (to and from Clark) are discounted, the imbalance becomes even more pronounced, with Clark sending out only 24 students and receiving 82. Institutional pride and prejudice also has an influence on the imbalance problem, but given a substantial increase in cross-registration, some solution will have to be found to the problems of imbalance and differential costs.

c. Planning. As mentioned earlier, current plans for increasing cross-registration call for the encouragement and development of focused cross-registration, i.e., a sequence or group of courses at different institutions which center on, or relate to, a common theme, such as the Management of Health Enterprises Concentration or a proposed Environmental Studies Program. It is anticipated that this type of program will encourage cross-registration by providing a systematic approach to areas of interest and will enable students to increase their educational advantage more easily.

Other plans call for the continuation and further expansion of the free student-run shuttle bus service between campuses. An alternative approach under discussion is the transfer of faculty, rather than students, among campuses; however, nothing definite has emerged yet.

3. Continuing Education and Public Service

a. Environmental TV Series. In the Fall of 1971, the Consortium and a local television station sponsored a 13 week TV series on Ecology. Funded by Title I of the Higher Education Act, one college credit was awarded for successful completion of the course. Course requirements were viewing, some selected reading and a brief paper. Credit was granted by the various evening colleges. Arrangements were also made with the Worcester School Department to grant credit to high school students. The cost for the course was $5.00. A total of 85 viewers signed up.

b. Continuing Education Supplement. In August of 1971 the Consortium staff prepared a summary listing of all evening courses in the Worcester area, both at the college and high school level, plus registration and counseling schedules. In addition, the Consortium office served as a clearinghouse for information regarding any one of the six evening colleges (Anna Maria, Clark, Quinsigamond, Worcester Junior College, WPI, Worcester State College).

c. Student Programs for Urban Development (SPUD). Begun in 1965 as a volunteer tutoring program staffed by Holy Cross students, SPUD has expanded to include 200-250 volunteers working on a variety of youth-oriented programs. The Consortium was instrumental in the consolidation of the various volunteer and tutoring programs at various colleges under a common rubric. Currently SPUD sponsors six different programs, in addition to serving as a clearinghouse and referral source for other programs in Worcester. The six programs are: (1) tutoring disadvantaged children at a local community school, (2) recreation and tutoring programs for the Worcester Detention Center (juveniles 7-17 years old), (3) free breakfast, youth groups and tutoring in a disadvantaged area of Worcester, (4) tutoring and working with children who have learning disabilities, (5) after school program, delivery of surplus food and visiting aged people in the area served by the South Worcester Community Center, and (6) Big Brother program.

SPUD operates on a budget of around $2200 per year, most of which is donated by Student Activities boards of the various colleges. Most of the money is spent on the maintenance of two vehicles used to transport volunteers, recipients and surplus food. SPUD's directors receive a small stipend from the state to cover expenses, and the Worcester Department of Community Affairs provides office space and telephones.

d. Fiscal Efficiency/Worcester Area Cooperating Libraries

Begun in 1966, Worcester Area Cooperating Libraries is a semi-autonomous project sponsored by the Consortium. It is governed by a separate board (i.e., Membership Council) composed of the head librarians from each of the fourteen member libraries (the Consortium's eleven members, plus three associate members -- the American Antiquarian Society, the Worcester Foundation for Experimental Biology and the Worcester Public Library). The Consortium acts as the financial agent for Worcester Area Cooperating Libraries, though membership or affiliation with the Consortium is not a prerequisite for WACL membership.

Broadly stated, the major objective of WACL is both to improve library service in the Worcester area and to keep the costs of this service as low as possible, through increased inter-library cooperation.

Current funding for FY'72 is approximately $46,000. Breakdown by source is as follows:

$20,000	local foundation
21,000	Federal grant (2nd year)
5,000	members ($1,000 each from 5 largest four-year institutions)
$46,000	

Beginning next year, the other institutions will contribute money. Presently, most members contribute services. WPI provides office space, furniture and administration functions.

Staffing for WACL is provided by a Library Systems Analyst, who heads the WACL System Development Office. Other staff include 2 part-time assistants for clerical and research work, a part-time library shuttle driver and a Union list editor who works for WACL one-half time.

Current activities of WACL include an update of the Union list of Serials data base (compiled from all member libraries) and the preparation of computer programs to maintain, update and produce lists from this base. Additionally, an interlibrary loan program is in operation. WACL operates a daily book shuttle during the academic year and annually publishes an Inter Library Loan Directory.

a. Needs. Unlike many Consortium programs, WACL has had at least adequate funding up until now. However, the development of the Union list and the Inter Library Loan shuttle have created new financial needs for their maintenance and continuance. Beginning next year (FY'73) member libraries will be assessed for their participation in the Inter

Library Loan program, on a sliding fee scale from $125 to $900, based on the size of the library budget. In addition, the planned linkage of WACL into the New England Library Information Network (NELINET) (See Planning section) is predicated on the acquisition of additional funding.

b. *Problems*. Three problems appear to have a major influence on the future of WACL. First, the larger member libraries are subject to over-utilization; that is, they loan relatively large numbers of books compared to their smaller counterparts. Under a grant from the Massachusetts Bureau of Library Extension, WACL has instituted a payment procedure: $2.00 for each title lent and $.50 for each title borrowed. Unfortunately, it is not clear whether this grant will be renewed for the next academic year (1972-73).

Second, the problem of institutional autonomy is blocking the development of a joint acquisitions policy and the effort to increase library specialization. Whether or not the member libraries will be willing to give up some autonomy in the selection of acquisitions is unclear; the problem is temporarily irrelevant until an on-line central library file is developed.

Third, the University of Massachusetts at Amherst has developed an embryonic system similar to, but not competing with, NELINET. Further development of this system, with funding from the state, could well remove Worcester State College and Quinsigamond Community College from this component of WACL.

c. *Planning*. Considerable planning is now underway in a variety of areas. WACL is working with the Consortium Media Committee to acquire funding for a Worcester Area Union List of Non-Print Materials, which would be produced by WACL.

WACL has joined NELINET, initially under the aegis of WPI, though next year (FY'73) all WACL members will be included through on-line computer terminals. NELINET provides assistance for cataloging and serials control. An on-line union catalog is an ultimate possibility. Another NELINET project being developed is a Research Information Service, which would provide access to special computer data bases already in existence, such as Chem Abstracts, Census data, etc. If funding is obtained, this service could be available within a year.

Finally, WACL has begun a study of collections, collection policy, and user needs of the member libraries with the intent of defining a joint acquisitions policy. Computer-assisted acquisitions processing is in the preliminary planning stages.